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PARKS & RECREATION

Date: 12/31/2016 **Updated:** 12/31/2021 **Date To Be Reviewed:** Five Years – 12/31/2026

Title of Document: 2.9.A LOPR_ Community Engagement Goals, Policies, and Procedures

Background:

The purpose of developing and implementing community engagement policies and procedures is to increase the transparency of the engagement process and better align department decisions with the needs, interests, and priorities of Lake Oswego residents and park and recreation users. The policies and procedures contained in this document outline the requirements for community engagement relative to projects, programs, and that are public-facing or that directly impact the community.

In order to establish consistent practices across the department, all Lake Oswego Parks and Recreation staff should follow the guidance provided by this document in their community engagement efforts related to planning projects, design and construction projects, major maintenance or improvement projects, programming and events, initiatives, and other public-facing project work as determined by the Department Director and/or Deputy Director(s). For the purposes of this document, all relevant department activities are referred to as “projects.”

It is the mission of Lake Oswego Parks & Recreation to “provide excellence in building community, enriching lives, and caring for the urban and natural environment.” The Department achieves its mission by:

- Providing a variety of recreation, education, and human service programs that contribute to the health and well-being of people of all ages and abilities.
- Coordinating creative events that enhance community and add to the City’s economic vitality.
- Promoting and expanding community partnerships, and opportunities for civic engagement that leverage resources to meet changing demands for recreation, human services, and natural area preservation.
- Maintaining the community’s investment in the urban and natural environment, with an emphasis on sustainability, safety, accessibility, aesthetic quality and fiscal responsibility.

- Using collaborative public processes to establish community vision and priorities for the City’s park system; while taking a systematic, balanced approach to planning, development and rehabilitation of parks, natural areas, and recreational facilities.

Goals and Policies

Goal 1: Work to create transparent community engagement processes in which participants have a clear idea of how the process will unfold, how decisions will be made and by whom, the community’s role in the decision-making process, and how community feedback will be integrated into the final decision.

1.1 Determine the appropriate level of engagement using the Community Engagement Matrix at the outset of each project.

1.2 Prepare a community engagement plan for each project that will engage the community at the Consult, Involve, or Collaborate levels of the Community Engagement Matrix. Projects conducted in accordance with an adopted master plan do not require a community engagement plan, unless otherwise requested by the Department Director and/or Deputy Director(s).

1.3 Review the community engagement policies and procedures every five years and update, improve, or adapt the process if needed.

1.4 Any project undertaken for legal or safety reasons, including projects to comply with requirements of the Americans with Disabilities Act, maintenance or repair of facilities and equipment, or replacement of old or dilapidated equipment with new like equipment, may be considered exempt from these policies and procedures.

Goal 2: Provide notification about projects through a variety of means to community members, park and facility users, neighborhoods, and other interested groups.

2.1 Provide notice for all upcoming opportunities for engagement no less than 10 calendar days from the date of the opportunity.

2.2 Coordinate with the City of Lake Oswego Public Affairs Department to ensure community engagement strategies are consistent with current communications and marketing policies.

2.3 Make a meaningful effort to provide notice through as many means and channels as possible in order to reach a broader range of community members.

Goal 3: Engage affected community members throughout the course of a project, particularly at key decision points in the process.

3.1 Appoint a Community Advisory Committee to guide community engagement for planning projects (master plans, system plans, comprehensive plans) or other projects that

will have a significant impact on one or more neighborhoods, at the discretion of the Department Director and/or Deputy Director(s).

3.2 Form a Technical Advisory Committee to guide engagement and messaging for projects with regional or citywide significance and/or that involve multiple areas of technical expertise.

3.3 Make a meaningful effort to engage and gather input from community members who have been underrepresented in previous community conversations, including communities of color, Indigenous communities, people with low incomes, and other historically marginalized communities.

Procedures

1. Project Assessment

The Project Manager, Department Director, and/or Deputy Director(s) should determine the appropriate level of engagement using the Community Engagement Matrix at the outset of each project. Considerations for determining the most appropriate level of engagement may include:

- The number of community members who will be impacted and the magnitude of that impact
- How community feedback may be used and to what extent it will factor into the decision-making process
- Any requirements for engagement based on funding sources (i.e., grant requirements)

The project assessment will help identify the initial level of community engagement to be implemented for the project. Different levels of engagement may be identified for different phases of a project, and the appropriate level of engagement may change as the project progresses and issues arise. Project managers should be responsive to changes in the project context and adjust accordingly.

2. Community Engagement Plan

Developing and implementing Community Engagement Plans helps to ensure equity and transparency in community engagement processes. For projects that fall under the Consult, Involve, or Collaborate categories on the Community Engagement Matrix, the Project Manager will be required to prepare a community engagement plan that identifies opportunities and expectations for community engagement throughout the course of the project. The community engagement plan should:

- Identify who the target audience will be for community engagement efforts (i.e., affected neighborhoods, stakeholders, the community at-large, youth, etc.)

- Clearly describe the roles and responsibilities of community members, including whether a project advisory committee will be appointed
- Identify at what point(s) in the process the community will have opportunities to provide input
- Describe the strategies or approaches that will be used to inform the community of project updates and gather feedback
- Frame the key questions that will be asked of the community, and describe how feedback will be used to inform the decision-making process

3. Advisory Committee

Advisory committees are useful tools that can act as guiding bodies and sounding boards for project ideas and recommendations. A Community Advisory Committee is required to guide planning projects (master plans, system plans, comprehensive plans), or other projects at the discretion of the Department Director and/or Deputy Director(s). A Technical Advisory Committee should be formed for projects of regional or citywide significance and those involving multiple layers of complexity. Descriptions of both forms of advisory committees are provided below. The recommended size for an advisory committee is between 8 and 12 participants.

- **Community Advisory Committee:** Comprised of community members appointed by the Project Manager, Department Director, and/or Deputy Director(s). Appointers should consider the balance and diversity of geography, age, race, income, and interests when appointing members to an advisory committee.
- **Technical Advisory Committee:** Comprised of individuals representing public or quasi-public agencies, businesses, or non-profits that are affected by or involved in the proposed project and/or who have technical experience related to the project's subject matter. This may include representatives from other City departments; City Council; local school districts; neighboring cities; county or state agencies; water, fire, or other utility districts; groups of professional industry expertise such as real estate; and local or regional advocacy groups.

When a Community Advisory Committee or a Technical Advisory Committee is formed, the Project Manager should develop a Committee Charter that clearly identifies the roles and expectations of the committee, including the anticipated number of meetings; whether the committee will be tasked with making *decisions* or *recommendations* and to whom (City Council, department staff, etc.); whether the process is expected to include a final vote; and who will be responsible for making the final decision.

4. Public Notice

The purpose of public notice is to inform community members and stakeholders of the opportunity for participation and provide timely information on projects. Notice may be

provided to an individual by request, or delivered to a geographical area or target audience. Notice should be provided through multiple channels and mediums, if possible. Failure to give adequate notice to all affected stakeholders or defects in public notice shall not invalidate the process or project proceedings.

Project managers should identify strategies for public notice as part of Community Engagement Plan for a project, if required. Public notice should be coordinated with the City's Public Affairs Department and current citywide communications practices to ensure consistency across the agency.

For notice of opportunities to provide feedback (including in-person meetings, virtual meetings, surveys, etc.), project managers or project staff should publish notice of the time, place, and purpose of the meeting no less than 10 calendar days from the date of the opportunity. Online surveys should be made available for no less than 14 calendar days. Notice should be provided on the calendar page of the city's website and on the project website, at a minimum. Other recommended channels for public notice include:

- Online: home page of the City's website, Parks & Recreation home page, City calendar page
- Emails and publications: Hello LO, LO Down e-newsletter, and Activities Guide (subject to timing)
- Social media: Instagram, Facebook, NextDoor
- Physical mailings: letters, postcards, or inserts into utility bill mailers
- Physical advertisements: postcards, brochures, posters, or flyers left at public buildings (ACC, City Hall, Library, etc.) and local businesses

5. Role of the Parks Board

If the Department Director, Deputy Director(s), and/or City Manager determines that the project is of sufficient scope and community impact or interest to warrant the input and recommendations of the Parks Board, the Project Manager will work with the Board to schedule the topic for consideration and recommendations at the meeting.

Community Engagement Matrix

The Spectrum of Public Participation was developed by the International Association of Public Participation (IAP2) to help clarify how much influence the community has over planning or decision-making processes. Selecting the appropriate level of engagement for projects should be based on the specific context of the project, including the complexity of issues, the potential for controversy, the level of impact the outcome of the project will have, and the amount of community members who will be impacted.

The spectrum shown in Table 1 has been adapted for community engagement on park and recreation projects, and specifically projects conducted by the City of Lake Oswego Parks & Recreation Department. The original IAP2 Spectrum includes a fifth level of engagement referred to as the “Empower” level. At the Empower level agencies place final decision making in the hands of the public, typically through tools such as voting or ballots. This level of engagement has a limited application for local government departments, who rarely conduct public participation at the empower level because they are often not permitted to delegate their decision authority to the public.

NOTE: Projects that trigger land use review are subject to additional requirements for neighborhood engagement. These requirements are described in the Lake Oswego Community Development Code (50.07.003 Review Procedures).

Attachment: Table 1 Community Engagement Matrix

Responsibility/Contacts: Director, Deputy Directors, Administrative Assistants³

Table 1. Community Engagement Matrix

What is the goal of this community engagement effort?	INFORM the community	CONSULT the community	INVOLVE the community	COLLABORATE with the community
<i>IAP2 Goal Description</i>	To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities and/or solutions.	To obtain public feedback on analysis, alternatives and/or decisions.	To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.	To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.
<i>Promise to the Community</i>	We will keep you informed.	We will keep you informed; listen to and acknowledge concerns and aspirations; and provide feedback on how public input influenced the decision.	We will work with you to ensure that your concerns and aspirations are reflected in the alternatives developed; and provide feedback on how public input influenced the decision.	We will look to you for advice and innovation in formulating solutions; and incorporate your advice and recommendations into the decisions to the maximum extent possible.
<i>Applicability for Lake Oswego Parks and Recreation</i>	A decision has been made by staff and the community needs to be aware, but the community doesn't have the ability to make changes to the decision.	The community is asked to react to something and provide feedback that the department will consider and factor into their decision.	The community is engaged early in the process and asked to share their ideas that will help directly shape the outcome or final decision.	The community and the department work together to develop solutions that are best for their community.
<i>Example Scenario</i>	The department has determined that the sports facility hours will change seasonally; during summer, the facility will now close at	The department has developed three alternatives for how current programming at the community center could be	The department is asking community members what they like or don't like about current programs, and what new programming at the	The department has received a grant to design a new park in an underserved neighborhood; the community is engaged in

	7 p.m. on weekdays and 10 p.m. on weekends.	improved and is asking community members to identify their preferred approach.	recreation center could be added to better meet their needs.	every phase of the process and is asked to make recommendations that influence the design.
<i>Applicable Projects</i>	<p>Projects under \$50,000.</p> <p>Projects that are undertaken in the course of regular and/or scheduled facility maintenance.</p> <p>Projects that are undertaken for safety reasons, such as replacement or removal of unsafe equipment.</p> <p>Projects that replace a site feature or amenity¹ in-kind, such as replacing a playground structure in poor condition with a new structure of the same type in the same location.</p> <p>Providing notice of upcoming events, festivals, classes, or public meetings.</p>	<p>Projects between \$50,000 and \$200,000.</p> <p>Projects to replace a site feature or amenity that may include opportunities for new elements, such as replacement of an old play structure with a new structure that could include new or different features.</p> <p>Projects that make minor changes to publicly-used facilities, which are not undertaken as part of routine maintenance.</p>	<p>Projects between \$200,000 and \$500,000.</p> <p>Projects that consider changing the use of an existing site feature or amenity, such as replacing a picnic area with a playground or converting a basketball court to a tennis court.</p> <p>Projects that consider entirely removing a site feature or amenity, except as necessary for safety reasons.</p> <p>Projects that consider adding a new site feature or amenity, except as necessary for safety reasons.</p>	<p>Projects over \$500,000.</p> <p>Projects that would develop a new park or other facility.</p> <p>Long-range and/or system-wide planning projects with citywide significance.</p>

Source: IAP2 Spectrum of Public Participation; NRPA Community Engagement Resource Guide (2019)

¹ Site features and amenities may include, but are not limited to, playground structures, benches, picnic tables, trash cans, or drinking fountains.