

DRAFT

City of Charlottesville

Handbook to Guide

Citizen Engagement

December 2014

Executive Summary

A. Preface

This Citizen Engagement Handbook is a City initiative to implement strategies for improving and expanding civic engagement in Charlottesville. The City of Charlottesville values interaction with its citizens, and while there has been much engagement through the years, City leaders know that the engagement can be improved. Lessons learned in recent projects such as Downtown Mall Renovation, the North Downtown Work Group, the Blue Ribbon Commission on Education, the Belmont Bridge, the SIA, and West Main Street Streetscape have provided a real world classroom to evaluate current methods.

B. Introduction

This Handbook is for community members and City staff who will work together to improve or expand:

- **Understanding** about how to participate in public decision-making.
- **Knowledge** about planning and development.
- **Skills** to participate in civic engagement processes in a meaningful way.
- **Participation** to include a broad representation of our diverse city.
- **Solutions** for cooperative, productive, and sustainable public decision-making.

C. What does success look like?

With the goal of improving the public participation process in mind, this Handbook is a tool for pursuing, achieving, and measuring positive outcomes for civic engagement. Desired outcomes for improved civic engagement are straightforward:

- Improved Understanding
- Fully informed public
- Increased Participation
- Public which regularly votes
- Active Leadership
- Ownership
- Consistency
- Confidence
- Mutual Trust

D. Principles of Engagement

The following Principles serve as the foundation for civic engagement and will be posted in all appropriate locations throughout the City.

- Respect
- Inclusiveness and Equity
- Early Involvement
- Easy Participation
- Meaningful Engagement
- Mutual Accountability
- Transparency
- Sustained Collaboration
- Evaluation

E. Engagement Strategies

Regardless of the strategies used, there are some fundamental guidelines to follow as projects are carried out:

- **Keep** a written and visual record of the process documenting ideas put forward and evaluation of options, as well as decision points along the way.
- **Respect** individual points of view.
- **Be mindful** of participants' time. Engagement opportunities (online or in-person) should be constructive and meaningful, contributing to the overarching process goal.
- **Provide feedback** results in verbatim and summary form.
- **Prioritize the transparency principle** at each step of the way.
- **Show** how input in each phase has led to the next phase.
- **Always ask** participants how the process can be improved.

F. Meeting Types

- Facilitated, Small Group Dialogue & Feedback
- Mobile Workshop & Non-traditional Meetings
- Open House
- Separate Small Group Meetings
- Town Hall
-

G. Evaluation

City departments will conduct ongoing assessment of civic engagement performance by project.

- Track and review data on participation
- Assess the organizing and communication process
- Review and assess use of the Framework
- Review meeting evaluations
- Assess project accountability and transparency
- Assess performance of each principle

This Handbook is intended to be a guide for how to do citizen engagement for all levels of complexity of projects. For more comprehensive projects the checklist and matrix found in the Appendices will provide specific guidance for the engagement process. For smaller projects it will provide general guidance. The Handbook is intended to raise the level of meaningful engagement and provide consistency across all engagement efforts.

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Preface

This Citizen Engagement Handbook is a City initiative to implement strategies for improving and expanding civic engagement in Charlottesville. The City of Charlottesville values interaction with its citizens, and while there has been much engagement through the years, City leaders know that the engagement can be improved. Lessons learned in recent projects such as Downtown Mall Renovation, the North Downtown Work Group, the Blue Ribbon Commission on Education, the Belmont Bridge, the SIA, and West Main Street Streetscape have provided a real world classroom to evaluate current methods.

The City's PLACE Design Task Force requested City Staff to research citizen engagement best practices and bring forward ideas for an improved process. Although several examples were found, a former employee, Ebony Walden, discovered a recent project in Alexandria, Virginia. Titled "What's Next Alexandria, this handbook that was completed in January 2014, provides a great example of a plan to engage the community. Staff has taken that plan and used many sections of the plan and many of the tools just as they were written. Much thanks is necessary to the citizens, staffs, and leaders of Alexandria for the hard work they put into their document that has been used to form this draft.

We know that collaboration between community members and city government leads to better results than either working in a vacuum. One without the other misses out on a whole range of good ideas. More importantly, public decisions that are developed collaboratively produce better results and better stand the test of time. This project is focused on understanding how to use civic engagement to improve this kind of collaborative give-and-take that will always be more effective than community members or City staff working alone.

The International City/County Management Association (ICMA) white paper entitled *Connected Communities* explains that civic engagement is both the "right" thing to do as well as the "smart" thing to do. As the "right" thing to do, effective citizen engagement supports "democratic ideals and our desire to build a sense of community identity and responsibility...with a shared sense of place and purpose." At the same time, it is the "smart" thing to do, knowing that government cannot solve community problems without community input.

This handbook explains how Charlottesville residents can make their voices and views heard. This is essential to ensure that City government is responsive to those

whom it is dedicated to serve. “In the best of all worlds, the right thing and the smart thing reinforce each other in order to promote shared ownership of problems and a willingness to contribute to their solution. Citizen involvement that achieves extensive participation from persons affected by a decision, promotes understanding of the issues involved, and grounds the decision in citizen preferences that help to build support for the principle of citizen engagement.”

Why use the term “engagement”? And what is civic engagement, anyway?

As described in *Connected Communities*, “In any of their interactions with citizens, local governments should look for the opportunity to encourage engagement rather than simply seeking an exchange of information.” The term “engagement” implies more than simply hosting or attending a meeting. ***Engagement involves conversations, debates, deliberation, and creating new relationships with neighbors.***

Introduction

The most powerful tool for planning for the future and solving problems is community members providing their own perspective and actively listening to different points of view. Civic engagement rallies community members, City staff, and elected and appointed officials to engage and collaborate with one another on public policy, planning, and development decisions that affect the lives of all Charlottesville.

This document focuses on just one aspect of civic engagement, but there are many other important avenues for participating in civic life, such as serving on Commissions, volunteering in the community, and of course, voting.

This Handbook is for community members and City staff who will work together to improve or expand:

- **Understanding** about how to participate in public decision-making.
- **Knowledge** about planning and development.
- **Skills** to participate in civic engagement processes in a meaningful way.
- **Participation** to include a broad representation of our diverse city.
- **Solutions** for cooperative, productive, and sustainable public decision-making.

A chart has been added to the appendix of this handbook and to the implementation plan to clarify how the civic engagement framework and Principles apply to the range of projects the City undertakes. In general, projects initiated by the City will be expected to apply the outcomes developed. Projects initiated by others, such as development applications, will still require community outreach and feedback as always, but not at the level required of City projects.

Focused on Outcomes

To effectively meet the current and future needs of its residents, organizations, and businesses, the City must productively engage community members in decision-making processes, including planning, operations, development and implementation. Successful civic engagement helps to ensure that every action the City takes is well-informed and maximizes benefits to the community.

Productive engagement is not an easy task, nor is it the task of local government working alone. *The community is a partner and shares responsibility, as they know best the issues affecting their neighborhoods.* A process that invites ongoing public engagement in policy, resource and planning discussions is the hallmark of a healthy community.

The primary goal of the handbook initiative is to improve the quality of the public participation process so that members of the community are actively, constructively, and meaningfully involved in the public decisions that affect their lives and see outcomes as reflective of their input.

The process by which the community is involved must by its nature be realistic, transparent, and representative.

Providing neutral and accurate information to groups of residents coupled with their collective understanding of the impacts of their participation pays off when projects are implemented that benefit the whole community and align with their vision.

What does success look like?

With the goal of improving the public participation process in mind, this Handbook is a tool for pursuing, achieving, and measuring positive outcomes for civic engagement. Desired outcomes for improved civic engagement are straightforward:

- ***Improved understanding*** of the value of working together to solve common problems.
- ***Fully informed public*** that knows how its city government works as well as its public policy process.

- ***Increased Participation***, representative of the City’s demographic diversity.
- ***Public which regularly votes*** in elections and has knowledge of their elected officials.
- ***Active Leadership*** by community members in organizing their community to participate in civic engagement processes and help shape broader goals of the City.
- ***Ownership***: Members of the community endorse decisions and actions by the City because decisions clearly reflect public participation in a transparent process.
- ***Consistency*** across City departments, Boards and Commissions in the application of Civic Engagement Principles and process.
- ***Confidence*** in the equity of the public decision making process.
- ***Mutual Trust*** between the community and its government

By achieving these outcomes, Charlottesville will thrive as demonstrated in the quality of the daily life of its citizens and their participation in shaping the city’s future.

Principles of Engagement

The following Principles serve as the foundation for civic engagement in and will be posted in all appropriate locations throughout the city.

Respect
Inclusiveness and Equity
Early Involvement
Easy Participation
Meaningful Engagement
Mutual Accountability
Transparency
Sustained Collaboration
Evaluation

Respect

Charlottesville values a process of engagement where participants demonstrate respect in words and actions and approach decisions with open-mindedness so that everyone feels comfortable expressing their opinion regardless of differences.

Actions

- Clearly articulate participation ground rules based on mutual respect from the beginning of the project. (*Ground rules can be found in the appendix.*)
- Recruit and train staff and community facilitators to assist with and manage productive meetings.
- Support facilitators and the project team and share responsibility for maintaining respect of all participants in the projects.
- Demonstrate active listening.
- Respond to all input.

Outcomes

- Participants feel they have been heard and their ideas fairly evaluated.
- Participants build relationships and focus on the work to be accomplished in each project.

- Participants see the outcome as reflective of the common ground reached through the community process even if they do not agree with all recommendations

Inclusiveness and Equity

Charlottesville reaches out to and encourages the participation of all members of the community in dialogue and decision-making processes, including those who will be affected by the issue as well as those who have not historically been engaged. All members of the community are informed and empowered to participate; all views are equally heard and inform the outcome; and all impacts and benefits are fairly distributed.

Actions

- Develop a communications and engagement strategy for each project outlining a plan to reach out to all community members with emphasis on ensuring engagement of population most affected by project, especially those traditionally under-represented.
- Recruit and involve people most impacted by a project. Design agendas and other materials to facilitate easy understanding of issues for all participants.
- Respect cultural and language differences; provide translation and interpretation when appropriate.

Outcomes

- Increased participation by under-represented constituents and those constituencies impacted by the project.
- Understandable, meaningful process seen as worthy of community participation.

Early Involvement

Charlottesville identifies and involves stakeholders early in decision-making processes. Community members are involved in framing issues before any conclusions have been drawn, requiring early and ongoing communication with participants through each phase in the process.

Actions

- Begin community outreach well before the project begins so that residents have ample time to prepare for active participation. This should include developing a project website and beginning outreach through volunteer communicators and via digital and print flyers (or other on-site methods) in the affected neighborhoods.
- Provide an opportunity for the community to shape the project's definition (validate/expand issues involved), scope, expected timeline and strategy for engaging all sectors of the public well before the project begins.
- Clearly delineate and broadly communicate the community's opportunity for involvement.

Outcomes

- Community members, especially those most affected, participate from the beginning and throughout the project.
- Projects are better defined and scoped.
- Early identification and resolution of community's issues of importance so that resources can be applied toward resolving them.
- Planning and completing the project is highly collaborative.
- Broad support for the completed project.

Easy Participation

Charlottesville promotes open and readily accessible government. Communications and information are timely, easy to understand, and offered in a variety of formats, appropriate to a given process. The City will provide clarity about the public decision-making process, including milestones and a defined endpoint. Participants will have the flexibility to participate in a variety of ways, including online and in person.

Actions

- Share project scope, deliverables and timeline with the community well in advance of the project start date and first public meeting.
- Develop public materials to be clear, concise, and easily understandable by a wide variety of constituents.
- Conduct a robust and coordinated communications process prior to and throughout the project, using multiple communications tools.

- Foster cooperation among all partners (City, community, individuals, community organizations, and businesses) to invite and increase awareness, participation, and engagement.
- Ensure that multiple opportunities for both online and in-person participation and input are available throughout the project.

Outcomes

- Civic participation is robust. A variety of stakeholders demonstrate sustained engagement in the process in numbers that exceed expectations.
- Participants generally represent the demographics of the City or the project area.
- Meeting evaluations or community polls demonstrate that barriers to participation (such as too many meetings, limited notice or inaccessibility of meetings, lack of online information or opportunities for input) have decreased, and satisfaction in civic engagement has increased.
- The number of residents from the community invested and participating in civic engagement processes grows.

Meaningful Engagement

Charlottesville provides opportunities for all community members to participate in an open and unbiased process, free of predetermined outcomes, to consider and deliberate feasible options. The City authentically solicits, acknowledges, incorporates, and responds to community input.

Actions

- Invite input from stakeholders at each phase of the process from issue definition to conclusion before any conclusions have been drawn as demonstrated in the materials and activities for each project.
- Present multiple feasible scenarios based on community input for the community to consider; Make it clear what issues are on and off the table and why.
- Demonstrate how research, analysis and community input shapes decision points and recommendations at each phase in the process.
- Utilize ongoing evaluation to inform whether processes should change and how they should be modified.

Outcomes

- Community members understand and accept the purpose of proposed projects.
- Projects proceed with less conflict; where there is no consensus, each alternative is given fair consideration, and stakeholders perceive a fair process.
- Participants clearly see the impact of their participation throughout the process.
- Results of projects are beneficial to the community and the city overall.
- Increased confidence in the process and project outcomes.

Mutual Accountability

The City and community are mutually accountable for a fair process, honest and respectful participation, informed and fact-based discussion, outcomes that reflect input, and acceptance of the result. City processes will include meaningful assessments to measure progress, implementation of improvements as needed, and effective communication of both.

Actions

- Demonstrate respect for all participants' time and effort by following the engagement Principles and conducting productive meetings and online activities.
- Conduct a meaningful process and encourage each other's efforts with positive reinforcement and constructive criticism.
- Apply resources for civic engagement appropriately.
- Provide opportunity to evaluate the process – participate in evaluating the process.

Outcomes

- Outreach, engagement and decision making is improved.
- Increased trust in City government.
- Process documentation and outcomes illustrate that members of the community are assisting the City with community organizing and participation.

Transparency

City government will act with integrity in an open process, and will provide timely access to clear, trustworthy information, presented and employed by all parties from the beginning to the end of the process, including the reasoning that leads to and supports policy conclusions.

Actions

- Share background information and meeting materials with the community at least one week in advance of public meetings via Email distribution, or on the City's webpage.
- Design materials that are clear, simply expressed, informative, impartial, and easily understood.
- Share publicly all public input from all sources, whether from meetings, online polls, online comment boards, in person polls, etc., as well as City response.
- Share City responses to community comments with the individuals who submitted them.
- Demonstrate how input will shape recommendations.
- Post completed evaluations online.

Outcomes

- Participants understand the purpose of the project and their role in the decision-making process.
- Community members have access to all of the information that is used to make a decision in a form that is easy to understand.
- The City understands the needs of community members for productive participation.
- The community has a clear understanding of how public input shaped the final recommendation.

Sustained Collaboration

Charlottesville promotes a culture of community engagement that enhances public decision making processes and invests in long-term working relationships, learning opportunities and ongoing, open collaboration among community members, community groups, City leaders and staff.

Actions

- Community members volunteer to serve in supportive roles such as community organizing, meeting facilitation, and evaluation committees.
- The City actively recruits leaders of organizations, businesses, associations and clubs as active partners in civic engagement.

Outcomes

- The tools for recruiting community members to engage in City projects are improved and executed.
- Community organizations, businesses, associations and clubs agree to active participation in projects as appropriate.
- Civic Engagement Principles and practices are widely known and understood, therefore residents know how to participate and increase their degree of involvement.

Evaluation

The City will work in partnership with the community to periodically assess the application of Civic Engagement Principles. The evaluation will quantify participant feedback, document lessons learned, and identify strategies for refinement.

Actions

- Participants complete an evaluation form at the end of each public meeting or at least once during each phase of a process, or if more suitable, via an online survey. City staff works collaboratively with residents to address concerns in a way that does not impede the project schedule.
- Share evaluations with the community via the project webpage.
- Conduct annual reviews of civic engagement performance following the first year of implementation of the process and the utilization of this handbook, including the outcomes of each principle, and recommendations for improvement and revisions to the Public Engagement Handbook, if needed.
- Share recommendations with the public for a round of comments, review and agreement.

Outcomes

- Increased participation.
- Meeting evaluations or process surveys indicate that Principles are being met. (If not, the engagement strategy will be modified to be more effective before the project is completed).
- The annual review ensures that “lessons learned” are applied to future projects.
- Trust in the civic engagement process increases.

Framework for Engagement

The purpose of establishing a standard Framework for the civic engagement process is to ensure consistency in how the City engages the community in different projects. *The Framework establishes a shared understanding of what to expect in every process, and will be used by City staff at the outset of all City projects that require and benefit from public participation.* Beginning each project with a shared understanding of the proposed engagement strategies, tools and deliverables of each, builds trust and transparency in public participation. As a tool, the Framework provides a realistic and achievable way of unifying community engagement efforts across departments.

Projects will start with the menu of options shown in the framework template and will be tailored to fit the needs of that project. Before any major work begins, City staff will fill out the proposed engagement framework and share it with the community for review and feedback.

The Framework will be posted on the City's webpage and paper copies provided in key locations as appropriate.

The Framework will include the following information about the project:

- Goal(s)
- Timeline
- Deliverables for each phase
- Activities required to accomplish deliverables
- Anticipated number of meetings and/or other engagement opportunities needed within each phase. (Some projects may require few public meetings, and more complex projects may require more than one meeting per phase)
- Tools to be used for each phase

The framework will be refined based on community input as the project gets started. Any changes will be shared with the community by keeping a current version posted on the web page and sharing it at each opportunity for community input. The project can move on to the next phase when the participants are satisfied that the current phase has been completed. In addition, each phase will be evaluated to assess whether goals are being met and Principles have been observed and allow for adjustments along the way.

Adhering to the established project timeline is an important step in establishing credibility and trust in the process, as well as respecting participants' time and making efficient use of City resources. While it is not always possible and some factors can't be controlled, it is important to set the expectation that staff will always strive to adhere to the project timeline.

Engagement Strategies

There are many strategies for engaging the community in the public decision-making process, some better suited to particular projects than others, and some better suited to particular phases in the process than others.

Included in the appendix is a civic engagement toolbox, which provides a comprehensive list, description and suggested use for many tools available.

Regardless of the strategies used, there are some fundamental guidelines to follow as projects are carried out:

- **Keep** a written and visual record of the process documenting ideas put forward and evaluation of options, as well as decision points along the way.
- **Respect** individual points of view.
- **Be mindful** of participants' time. Engagement opportunities (online or in-person) should be constructive and meaningful, contributing to the overarching process goal.
- **Provide feedback** results in verbatim and summary form.
- **Prioritize the transparency principle** at each step of the way.
- **Show** how input in each phase has led to the next phase.
- **Always ask** participants how the process can be improved.

Meetings

As explained in Framework for Engagement describing the Framework, an overall civic engagement plan (including number and type of engagement opportunities) should be established and published prior to initiating a public engagement process.

While meetings are certainly not the only way to inform and hear from the community, they are often an important component at some stage in the process, and therefore warrant detailed description. It should be emphasized that ***the community's preference is for fewer, more efficient meetings based on feedback received by the City.*** This section reviews primary meeting types with information about when and how each is appropriate.

The value of a single meeting process cannot be over-emphasized. The advantages over multiple separate small group meetings are significant, including:

- Avoids multiple conversations on parallel tracks that are difficult to bring together.
- Greater clarity and transparency, and therefore trust-building, rather than divisive.
- Achieves forward movement without being derailed and losing focus.
- Fewest opportunities for special interest groups to exert outside pressure and influence.
- Most efficient for City staff to conduct.

5 Meeting Types

1. Facilitated, Small Group Dialogue & Feedback

Best meeting tool for allowing transparent participation in a public project.

Designed to be iterative, which means that the results from one meeting are used as a starting point and built upon in subsequent meetings.

Provides opportunity to share information with the group as a whole and take advantage of the ability to work in small groups.

Capitalizes on the natural human tendency for conversations. Activities take place in small group tables of 6-10 participants. Participants share experiences, solve problems and answer questions by working together. Group facilitators guide the collaborative discussion to make the meetings as efficient and productive as possible.

Allows opportunities to hear divergent points of view while still encouraging every participant to express an opinion. Small groups can quickly report out to the larger group and explain the work the table or group was able to complete.

Can work well with simultaneous online participation to accommodate community members who can't attend in person. If the meeting activities are suited

to online work, the online group participates in a “Virtual Table,” viewing the meeting in real time and participating with others in moderated online discussion.

2. Mobile Workshop & Non-traditional Meetings

Meet people where they are. Host meetings or informal dialogues in coffee shops, parks, or other neighborhood locations, to engage those who don’t typically participate in night meetings on topics directly related to their neighborhood.

Attend or host a table at community events, festivals, or farmers markets to provide information and gather feedback through surveys.

Arrange bus tours, site visits, or neighborhood walks with City Staff and community members to view project sites and discuss issues.

3. Open House

Typically suited to the beginning or end of a project.

Open to the public to drop in when convenient and visit tables set up with information in a standing and browsing format.

Informative as opposed to working meetings.

Generally not appropriate for gathering feedback, actively involving meeting participants or encouraging interaction and collaboration between attendees.

4. Separate Small Group Meetings

Used sparingly during engagement processes. They can build distrust by sending the message that certain organizations deserve an audience while others do not.

Require significant additional staff time and pose the risk of duplicating the engagement process or creating multiple tracks that are difficult to bring back together.

Primarily serve as an information-sharing tool and secondarily as an engagement tool, if used.

Can be effective as one-time meetings in the beginning of a project in order to engage key constituents who might not otherwise attend larger community meetings.

Only used as a tool for bringing outside groups or hesitant organizations into the larger meeting process. The larger Community Meetings must drive the process.

Stakeholder Advisory Groups are a type of small group meeting tool that can be effective in specific circumstances, such as engaging participants in highly technical projects or projects which require ongoing focus/monitoring of a particular issue over a long period of time. Successful past examples of Advisory Groups include the West Main Street Design, Bike/Ped. Advisory Committee, the SIA and the CAT Advisory Committee. The benefits are having a consistent group of engaged participants over the long term, as well as a membership that has a particular technical capacity.

Avoiding process duplication, emphasizing transparency and providing clarity about how members of the public can meaningfully participate are crucial issues to be addressed if an advisory group is selected for a public decision making process.

5. Town Hall

Attendees voice opinions one-at-a-time and/or ask questions of staff or elected officials. Allows a limited number of people to participate in the discussion and excludes most attendees from providing their opinion. Not an effective means of gathering meaningful input from community members in a sustained way, and should be used sparingly.

Most productive at the end of a planning project that has involved robust community participation. If participation in the planning process has not been robust, and/or when residents don't feel their voices have been heard, a Town Hall meeting can devolve into a personal venting session that is highly adversarial, rather than productive in terms of collecting feedback.

Participants from past meetings should speak or present to mitigate the potential for adversarial meetings. A diversity of viewpoints is best expressed when past participants are present to counterbalance angry voices.

Before a Meeting: Gather Information

Gather and present concrete background information and data as a foundation for each project.

Trust & Transparency

Participants should see that the City has spent time reviewing past plans, feedback, history, and current events that may affect the project under consideration.

Brevity

Presentation of this information should be kept to a reasonably short period of time during the meeting.

Determine Accessibility Needs

Meeting venue

Select a meeting venue that is a neutral place where all people feel comfortable going. The venue should be easily accessible by transit, accessible to persons with disabilities, and conveniently located within the project/ planning area. If the project has citywide impact, meetings should be centrally located or be held in multiple sections of the city over the course of the process

Language barriers

Is there a high percentage of foreign language speaking residents in the project area? Providing simultaneous language translation at the meetings and translating all materials, including online, will go a long way to engaging those who don't speak English. It is important that this be built into the project budget at the beginning.

Childcare

Is it likely that the meeting will benefit from better attendance if the City provides childcare? Does the project relate particularly to families with children? This is a relatively low cost investment in encouraging parents with children who might not otherwise attend to get involved in their community.

Online participation

Live Internet video engagement is an excellent way to include members of the community who don't have time or ability to attend in person. This option serves as a "Virtual Table," allowing participants to watch the meeting in real time and participate with other viewers in group exercises through a moderated live chat. While this tool may not be cost effective for all City meetings, it provides a great option for people who cannot attend meetings.

Determine Facilitation Needs

Determine if the meeting would benefit from small group facilitators.

Role of the Facilitators

The facilitators' role is to explain things clearly, keep participants on track, and ensure that everyone at the table has an opportunity to contribute to the discussion.

Developing a Meaningful Agenda and Conducting a Meeting

Agendas should be simple, straightforward and provide clear objectives about how the meeting will produce meaningful results to inform each project.

It should be clear from each agenda how the meeting will move the discussion forward by soliciting discussion and feedback from the community. This is one of the most important components of a successful process.

Focused Agenda

- Aim for quality in the work and experience of the participants.
- The agenda should be focused on the work to be accomplished, removing extraneous tasks and presentations.
- Remove politics from the process as much as possible. Brief introductions of public officials are sufficient.
- Presentations to the larger group must be short, engaging and to the point.
- Respects participants' time by starting and finishing on time and sticking to the agenda.

Activities

- Prepare one or two hands-on, creative, and engaging activities per meeting.

- Meeting activities should be simple enough for newcomers to quickly understand while simultaneously addressing a specific component of the work or project at hand.
- Avoid the use of similar activities from one meeting to the next. Meetings over the course of a process should provide a variety of ways that people will be engaged.

Group Work

- Participants must spend most of their time doing meaningful work and/or participating in meaningful conversations with fellow community members.
- Participants should work in small groups (between 6 to 10 persons) so that they can build off of each other's ideas and all have a chance to contribute.

Report-Outs

- After each activity (or at the end of the meeting), the facilitator should invite groups to stand and report out to the larger group what they discussed or accomplished.
- Report-outs should focus on sharing overall ideas of the group's work.
- Report-outs should be kept to 1-2 minutes per report. Total reporting time for meetings should be kept to 10 minutes or less. At the conclusion of report-outs, acknowledge that all work will be posted online in verbatim and summary form.

After the Meeting

Openly communicate engagement results from public meetings and online activities in as many ways as possible. Post/distribute engagement results within as short a timeframe as possible following the meeting (preferably less than 10 days).

Communications

Avenues for communicating post-meeting results should include the City website, project email lists that develop, community listserves, and social media. Notice of where the community can access post-meeting materials and project information should be included on meeting flyers provided to libraries and newspapers. Posted information should be widely accessible as JPEG images, publicly accessible Google maps, or PDFs.

Reiterate at Next Meeting

At the beginning of the next community meeting, share the results of the previous meeting (and online work, if applicable). Ensure that participants at subsequent meetings understand that their work has been acknowledged and synthesized. The hallmark of an iterative community meeting process is that participants know how their work informs the progression of the project.

Be Concise

The presentation of results should be short and to-the-point. However, it is a crucial part of transparency and trust-building that overall themes of participant work are covered with reference to verbatim or raw data available online (or in the appropriate place).

Online Engagement

Online community engagement is now part of the norm nationwide, and regularly expected of public processes by young and old participants alike. Websites, blogs, online forums, social media and other platforms provide easy and accessible opportunities for communication and process documentation.

For those individuals who are unable or unwilling to physically participate in a community meeting, online platforms provide a crucial option for engagement.

There are many digital engagement tools available today, including smartphone apps, text message tools, online town halls, and many others. The City already utilizes a broad spectrum of online communication and will continue to evaluate the benefits and constraints of online tools as new options are developed (including how resource-heavy they may be from an implementation standpoint).

Below are some guidelines for online engagement:

Do not consider online participation the primary method for community engagement. Although it can be efficient, it is less successful at building the kinds of relationships formed during in-person meetings which allow participants to understand each other's' point of view, to brainstorm together, and to reach consensus.

Consider which kinds of activities are appropriate for online engagement. The previous section on engagement strategies emphasizes the importance of designing meaningful and creative meeting activities. In some cases, these collaborative group activities don't translate well to the digital realm. However, these activities can be accommodated through live-streamed "virtual tables," where people can participate via live moderated chats in the same activities as those attending in person.

Online engagement can be an effective and efficient resource for interim work done between in-person meetings. Consider using **synthesized** feedback from an in-person meeting as a starting point for interim online participation. Polling, voting, confirming or **augmenting** community work during the previous meeting is a great way to allow online participants to contribute.

Online activities between in-person meetings should not edit work that took place during those meetings. Instead, online activities should build on past work in ways that respect the work of in-person participants.

Opportunities for online interaction should be free and readily accessible to the public. Tools that are hidden behind pay walls and special accounts are discouraged.

Communication & Outreach

It is clear that no one method of communication will suffice in successfully reaching out to the broadest possible audience. *Continuous, multiple forms of communication are necessary.*

Regardless of the type of communication used, information must be provided *early* in a decision-making process, *consistently* throughout, and in *simple*, understandable ways. This requirement is memorialized in the Civic Engagement Principles and the framework, and cannot be emphasized strongly enough.

The following pages describe many methods of communication suitable for civic engagement.

Communicators

There is no substitute for person-to-person information sharing.

Being encouraged to attend a community meeting by your well-informed neighbor who can explain why your participation is important is much more likely to get you to a meeting than an email from the City.

Therefore, having a cadre of informed communicators on a given project is critical to increasing participation and ensuring a productive process that stays on track.

- Communicators are volunteers who bridge communications and information gaps between government and the community, and expand the number of participants.
- Communicators can include anyone – community members, civic leaders, elected officials, and decision makers.
- City staff must provide accurate, timely and clear information so that communicators are well informed and able to respond intelligently to questions from stakeholders.

- It is essential that communicators remain engaged and active throughout a project in order to be effective.
- While communicators serve an important function, they will not have greater influence in the process than any other community member.

Partnering with Existing Groups

In some cases, staff does not have adequate social capital to be effective in engaging communities without assistance. *It is critical to forge appropriate partnerships with organizations and trusted leaders within the organizations to share information and solicit participation from their members.*

- Community leaders can provide key information at meetings of their respective groups (cultural, advocacy, or faith groups, civic or Parent Teacher Associations, among others), where the message will carry more weight when delivered by someone known to the group. Attendees can in turn share the information with their own personal networks.
- Effectiveness depends on factors such as meeting attendance, flyer distribution/translation, and ability to clearly communicate the connection between the project at hand and quality of life issues for the people in the room.
- Social Service providers are an excellent channel for information sharing.
- Face-to-face contact works best for some populations within the city, reaching people who might not have email or access to computers, and can negate language barriers.

Print: Posters, Bulletins, and Flyers

Today, many cities experience a digital divide impacting populations without Internet access. Even as Internet access increases, on smart phones and in public facilities, many people are still not reachable by Internet, which is why offline communication is still important.

Flyers in neighborhood locations and word of mouth are often the only way many community members hear about upcoming meetings.

For those populations whom the City has not yet successfully engaged in public decision-making, and until more effective tools are successful, print materials will continue to provide an important communications link and send a positive message about the City's goal to expand participation. Therefore, print communication should be an integral part of project communications, and should be taken into consideration when developing a project budget.

- Flyer distribution is time consuming and can be a major drain on staff resources; a volunteer force of communicators willing to distribute flyers in neighborhoods can divide the task into manageable pieces and encourage further neighbor-to-neighbor connection.
- Print materials can be distributed using existing City infrastructure, including libraries, recreation centers, other City facilities and school distribution systems, as well as at religious institutions, local shops, restaurants, gyms, bus stops, and waiting rooms. Flyers should be considered for any place that residents congregate, spend time, or have to wait.
- Materials should include project and meeting information, including ADA compliance, transit accessibility, language translation, and childcare, if applicable, and a Quick Response (QR) code, which, when scanned by a smartphone, links the user to the project website.

Print: Mail

Print materials can also be distributed by mail, but this is a significantly more expensive approach. *Its reach can be broad or targeted but its effectiveness can be partially undermined by the volume of junk mail.* Staff needs to consider cost and frequency when establishing a budget for this engagement tool.

There are some items that are better suited for mail distribution:

- Printed items with a longer shelf life than a meeting notice – items that might get posted on the refrigerator.

- Initial flyers or postcard that announce the kickoff of a new planning process and providing the project website, scope, timeline, and opportunities for community participation.
- Updates to residents summarizing key city-related information, major upcoming projects, and how to participate in public decision making processes.

Important Print Communications issues to consider:

- Consistency in branding/ identity – are City materials easily recognizable?
- Do the materials clearly address the issue, why it’s important and for who?
- Are the materials for citywide distribution or specific to a neighborhood?
- Should the flyer/postcard be translated into multiple languages.

City Email

The City will continue to promote this tool widely to expand the number of residents who subscribe.

While staff needs to avoid inundating the community with too many email updates, they are basic, easy tools for sharing information, taking the following into consideration:

- Ask community members to share emails with their own networks.
- Provide regular updates and information to relevant groups as well as to the email contact list of stakeholders specific to that project.
- Respond to emails from the community in a timely manner. Delayed response or unanswered emails lead to lack of trust and uncertainty that comments have been considered. If time constraints don’t allow for responses to multiple messages on the same topic, summarize the email communication – such as listing responses to frequently asked questions or noting frequently suggested policy or actions.

- Use community listserves for periodic updates of planning processes, public hearings, and upcoming event information. Charlottesville boasts many neighborhood and professional listserves that can be used by the City or communicators.

Project Website

The City's dedicated project webpages should provide consistent, detailed information about projects and issues, and serve as an effective and accessible public record of the process.

Webpage checklist:

- Ensure that information is always up to date, easy to navigate, well organized, and comprehensive.
- Designate a staff person to manage each project page.
- Provide an easy way for the new or infrequent visitor to get a quick summary of the project goals, purpose, current status, timeline, and what remains to be decided.
- Take feasible steps to provide information to non- English speaking residents.
- Include staff contact information.
- Highlight important upcoming dates.
- Demonstrate how community input will be or has been incorporated and how decision-making will occur or has occurred throughout the process.
- Provide links to audio and video recordings of past meetings.
- Provide Frequently Asked Questions (FAQ) sheet, with answers and brief explanations to common questions.
- If there is an area on the site for feedback make it clear how feedback will be responded to and how it will shape the process.

News Media

Many community members rely on local print and online news sources for their information. There are a number of ways that the City can utilize these resources to help communicate important information:

- Media advisories through the City’s Office of Communications can provide news agencies (including local radio and TV channels) with fact-based information about projects.
- Information about meetings for inclusion in local calendars, such as the Daily Progress.
- Letters to the Editor.
- Advertising – this can be an expensive option and will require consideration about budget and target audience. City staff is continuing to test the effectiveness of targeted online advertising.
- It may take longer to publish information in print media due to time constraints associated with the medium. Using daily online news can be faster and may reach a broader audience.

Phone

While using the telephone might seem antiquated or inefficient as an outreach tool, there are limited situations in which it may be appropriate and worthy of consideration. *The simplicity of the tool means that it is accessible to many.*

- Particularly suited to short timelines, connecting with individuals who don’t have computer access, and when a personal contact is needed in order to engage people in a project.
- Phone calls to personal friends can be an effective way of encouraging neighbors to participate in a given process.
- Communicators, or even City staff, can kick off an informal, old-fashioned phone tree that has the power of personal contact with eNews or flyers do no.
- Robo-calls can be targeted to specific areas to notify residents of an upcoming planning process.
- Telephone town halls provide a way for community members to call into a massive conference line to hear a brief update and ask questions.

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Appendix A: Civic Engagement Meeting Ground rules

The following ground rules should be shared with participants at the outset of all meetings.

- √Treat each other with respect.
- √Only one person speaks at a time.
- √Give everyone a chance to participate equally; avoid dominating.
- √Listen as an ally, not an adversary. Everyone should feel comfortable expressing their opinion regardless of differences.
- √Ask for clarification, don't assume you know what someone means.
- √Do not characterize other people's views in or outside a group's meetings.
- √Turn off or silence all cell phones and mobile devices.

Appendix B: Civic Engagement Framework Template

Civic Engagement Framework

City Department: _____

Project: _____

Goal: _____

Overall project timeline: _____

Phase 1 Information (Gathering, Organizing, Understanding)

Key Principles:
 Meaningful Engagement
 Mutual Accountability
 Early Involvement
 Easy Participation
 Inclusiveness and Equity
 Respect

Engagement Activities:

- Hold public meetings that are well-organized and include group work to hear community opinions
- Collect research and identify community concerns
- Educate community on important issues about the project (online and in-person)
- Reach out to the community to encourage participation (phone calls, door knocks, flyers, online)
- Visit a project location as a group

Tools:

- Offer online participation (surveys, forums, social media)
- Use graphics, maps, 3D models, & pictures to explain project

Products:

- Community engagement plan
- A preliminary report that describes the project, schedule, tasks, and budget
- Clear goals for each step of the process that must be met before moving to the next step
- Community's list of issues to address and their view of what we should be working toward

Phase 2 Options (Discuss and Evaluate Options)

Key Principles:
 Sustained Collaboration
 Easy Participation
 Transparency
 Inclusiveness and Equity
 Respect

Engagement Activities:

- Hold public meetings that are well-organized and include group work to hear community opinions
- Provide information about options, including what has worked well in other places
- Research possible options and potential impacts

Tools:

- Offer online participation (surveys, forums, social media)
- Hold group meetings with people who are affected by project
- Use graphics, maps, 3D models, & pictures to explain project

Products:

- Short term report with realistic options for achieving the shared view
- Provide tools to help the community choose between the options

Phase 3 Recommendations

Key Principles:
 Transparency
 Easy Participation
 Sustained Collaboration
 Mutual Accountability
 Meaningful Engagement
 Respect

Engagement Activities:

- Hold public meetings that are well-organized and include group work to hear community opinions
- Present final options and how/why they were selected
- Hold public hearings where community members can make statements for City officials to consider, revise, and/or approve

Tools:

- Offer online participation (surveys, forums, social media)
- Hold group meetings with people affected by project
- Hold meetings open to the public for elected officials to hear comments and make decisions

Products:

- Report with options that have been reviewed and chosen; Report will show how community ideas guided the final recommendation, and will include the proposed plan and schedule to complete the work

Phase 4 Implementation and Maintenance

Key Principles:
 Transparency
 Meaningful Engagement
 Sustained Collaboration
 Mutual Accountability
 Evaluation
 Respect

Engagement Activities:

- Offer visits to project sites as needed
- Evaluate how well the plan is being carried out
- Identify someone from the City who is responsible for the work and who citizens can call
- Involve the community in carrying out the plan in each phase of the process

Tools:

- Provide a schedule of project activities to carry out the plan
- Notify community about public meetings

Products:

- Use objective measurements to determine if the community engagement in the decision-making process was successful
- Provide regular progress reports

Civic Engagement Framework

City Department:

Project:

Goal:

Overall project timeline:

Phase 1 Information
(Gathering, Organizing,
Understanding)

2 Options
(Discuss and Evaluate Options)

3 Recommendations

4 Implementation and
maintenance

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Appendix C:
General Threshold Applicability Guidelines for Civic
Engagement Process

Appendix C. General Threshold Applicability Guidelines for Civic Engagement Process

Type of Project	Geographic Relevancy	Public Hearing	Output	Typical Length of Process	Scope of public input: Does the public decision have a high, medium, or low level of public discretion. How much is on the table that the public can weigh in on?	** IAP2 Level of Civic Engagement Goal: 1 -inform, 2-consult; 3-involve; 4-collaborate (see definitions after spreadsheet)	Description
City-Wide Major Public Policy Documents							
City Council Strategic Plan	Citywide residents	Yes CC	Plan	12 months (+/-)	High level of public involvement and discretion	4-Collaborate	Civic engagement framework, principles, tools and strategies should be applied. Outreach and request for community input should be comprehensive.
City Budget	Citywide residents	Yes CC	Detailed Budget	12 months	Currently, citizens have the opportunity to comment on the City Manager's proposed budget released in February of each year.	3-Involve	While application of the framework may not fit with the budget schedule, outreach and request for community input should be comprehensive.
Chapters of Master Plan, Small Area Plans or Special Studies							
Comp. Plan Chapters: SAPs, Housing Master Plan, Public Art Master Plan	SAP area or citywide, varies	Yes, PC, CC	Plan	18 months (+/-)	Small area plans (SAPs) tend to provide an opportunity for a great deal of public input and discretion because they establish a long term vision for an area, at the beginning of that "long term," although the plans must be consistent with the City's strategic plan, funding capacity, and developer contributions. Same applies to programmatic chapters of the master plan.	4-Collaborate	Civic engagement framework, principles, tools and strategies should be applied. Outreach and request for community input should be comprehensive.
Special Studies such as Parking Study, Wayfinding Design Guidelines	Varies	Yes/Varies	Report Study	12 months (+/-)	Generally have a more limited scope than chapters of the Master Plan, but still provide opportunity for significant public input.	4-Collaborate	Civic engagement framework, principles, tools and strategies should be applied. Outreach and request for community input should be comprehensive.
Ped/Bike Master Plan, Complete Streets Design Guidelines	Varies	Yes/Varies	Plan	18 months (+/-)	Similar to chapters of the master plan above, although may also have some engineering and state/federal mandates constraining options.	2-Involve	Civic engagement framework, principles, tools and strategies should be applied. Outreach and request for community input should be comprehensive.
Infrastructure Plan, Stormwater Management Plan	Citywide residents	Yes	Plan	18 months (+/-)	Much less on the table compared to SAP because of technical engineering constraints and state/federal mandates. However, where options exist, public should have opportunity to weigh in.	3-Involve	Civic engagement framework, principles, tools and strategies should be applied. Outreach and request for community input should be comprehensive. as possible given constraints of state/federal mandates.

Infrastructure Projects							
New Facilities (School, fire station, park, etc)	Specific location or citywide	Yes, PC, CC	Construction Documents	18 months (+/-)	Constrained by capital funding and specific infrastructure requirements, but where options exist, public should have as much opportunity to weigh in as possible.	2-Consult	Communications and outreach should be thorough and opportunity for comment should be provided, consistent with Whats Next Alexandria guidelines, but the process does not require application of the framework.
Type of Project	Geographic Relevancy	Public Hearing	Output	Typical Length of Process	Scope of public input: Does the public decision have a high, medium, or low level of public discretion. How much is on the table that the public can weigh in on?	** IAP2 Level of Civic Engagement Goal: 1 -inform, 2-consult; 3-involve; 4-collaborate (see definitions after spreadsheet)	Description
Transportation or utility system improvements e.g. horizontal infrastructure, complete streets, bike lanes, pedestrian improvements.	Specific location or citywide	No	Construction Documents	18 months (+/-)	If consistent with/called out in the transportation master plan or other infrastructure utility related plans, then, outside of the manner with which the project is implemented, there is relatively little on the table for discussion. In that case, it would simply be implementation of an already approved community-developed plan. If improvement is in addition to/not called out in a previously approved plan, then the level of community input should be higher.	2-Consult/3-Involve	Communications and outreach should be thorough and opportunity for comment should be provided, consistent with Whats Next Alexandria guidelines, but the process does not require application of the framework.
Regulatory Ordinance and Code Changes							
Changes to the Code or text amendments to the Zoning Ordinance or similar regulatory changes such as parking ratios, taxis, massage establishments, or outdoor dining, etc.	Specific location or citywide	Generally Yes PC, CC	Zoning Text Amendment	Varies	Should be consistent with already approved city policy and plans, but public can weigh in on details not already established in previous planning efforts.	2-Consult	Communications and outreach should be thorough and opportunity for comment should be provided, consistent with Whats Next Alexandria guidelines, but the process does not require application of the framework.
Regulatory Review							
Rezoning Map Amendments	Specific site	Yes PC, CC	Rezoning, Map Amendment	Varies	Property owners or the City can initiate rezonings/map amendments (zone/land use changes and corresponding map changes) to the master plan. Whether initiated by property owner or the City, the level of input by the community would be like that which occurs during the development review process. When a rezoning is initiated by a property owner, the community can weigh in on a project's consistency with the Small Area Plan, zoning, and implications to the adjacent and surrounding areas through community and public meetings. When initiated by the City, the rezoning/map amendment would include a community engagement process from the City.	2-Consult	Communications and outreach should be thorough and opportunity for comment should be provided, consistent with Whats Next Alexandria guidelines, but the process does not require application of the framework.

Type of Project	Geographic Relevancy	Public Hearing	Output	Typical Length of Process	Scope of public input: Does the public decision have a high, medium, or low level of public discretion. How much is on the table that the public can weigh in on?	** IAP2 Level of Civic Engagement Goal: 1 -inform, 2-consult; 3-involve; 4-collaborate (see definitions after spreadsheet)	Description
Development Application Review	Specific Site	Yes PC, CC	Entitlement for property owner; developer contributions/ community benefits for City.	18 months (+/-)	Property owners can develop "by right" or seek approval for additional development rights. With the latter, there is more "on the table" for the community to weigh in on. Development applications have existing property rights for development and an obligation to comply with previously adopted Small Area Plan, which the public has presumably already participated in developing. Community can weigh in on a project's consistency with the Small Area Plan, zoning, and a variety of details, but the major issues such as use, scale, density have already been established by the community in the Small Area Plan.	2-Consult	Applicants are required to conduct standard community outreach and generally abide by principles of civic engagement. Framework need not be applied.
SUP Review	Specific Site	Yes PC, CC	Government approval	3 months (+/-)	Business owners required to comply with existing regulations. Community can provide comment before and at public hearings for Planning Commission consideration.	2-Consult	Applicants are required to notify adjoining property owners.
BAR Cases	Specific Site	Yes BAR,	Government approval	3 months (+/-)	Property owners required to comply with existing regulations and guidance of the historic districts. Community can provide comment before and at public hearings for Board consideration.	2-Consult	Applicants required to notify adjoining property owners.
BZA Cases	Specific Site	Yes BZA	Government approval	3 months (+/-)	Community can provide comment before and at public hearings for Board consideration.	2 - Consult	Applicants required to notify adjoining property owners.

Notes:

This matrix serves as a guide only. Specific programs/projects/policies may require more or different engagement than shown in the chart. Not all project types may be listed above. Questions about a specific project should be directed to the Department and project manager.

* There are many more opportunities for public input in advance of public hearings.

**International Association for Public Participation (IAP2)

Definitions of Levels of Engagement from IAP2

http://www.iap2.org/associations/4748/files/IAP2%20Spectrum_vertical.pdf

1 - Inform: We will keep you informed.

2 - Consult: We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision

3 - Involve: We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input shaped the result

4 - Collaborate: 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

Appendix D: Communications and Engagement Toolbox

The Communications and Engagement Toolbox are on the following pages. The tools are grouped into 7 major categories.

- Engagement in Non-Traditional Places
- Traditional Forms of Communications
- Online Tools for community input and interaction
- Media
- Partnerships
- Visual Aids

#	TOOL	DESCRIPTION	RESOURCE NEED (Staff time, cost, etc.)	APPLICATION
1	Engagement in Non-Traditional Places	Holding meetings in places other than formal public facilities can be more inviting, more engaging, and more convenient for many stakeholders. It's an excellent way to get people initially engaged in a project who might not otherwise know about it. Going to where people are takes into consideration that some people don't feel comfortable coming into a "government" realm. Provide translation services for all meetings to the extent possible.		
1a	Bus Tours	Non-meeting opportunity to discuss issues and view regional examples of built development alternatives, develop a shared experience and knowledge base. Effective for facilitating more engaged, civil discussion and feedback outside of the typical meeting environment and inspiring/informing community and advisory group members with real-life examples rather than PowerPoint images. Labor-intensive to produce.	Financial Resources – Varies Staff Time	In-person engagement and information sharing
1b	Host meetings and charrettes in places such as art galleries, public plazas, vacant storefronts	Utilize private places that are active public spaces. The use of galleries, public plazas and vacant storefronts can both energize those sites and meeting attendees.	Financial Resources - Moderate Staff Time	Community Meetings/outreach
1c	Host Tables at existing events	Use existing events to reach out to the public. For example, Farmers' Markets, Fridays After Five, outdoor community events; city holiday celebrations, etc.	Staff Time – Moderate Upfront	In-Person Outreach Efforts
1d	Onsite visits/meetings	Inviting members of the public on project site visits or hosting community meetings/events on the site is a great way to help people understand and visualize the project/process (pre- or post-construction).	Staff Time – Varies	Community Meetings/outreach
1e	Coffee shop talks	Many members of the public are too busy to attend community meetings at City Hall but have their daily cup of coffee or tea. Coffee shops have become wonderful third places for social interactions. Staff can use these places as opportunities to engage people informally and provide specific project information.	Staff Time – Moderate Upfront	In-Person Outreach Efforts

#	TOOL	DESCRIPTION	RESOURCE NEED (Staff time, cost, etc.)	APPLICATION
2	Traditional Forms of Communications	Traditional outreach practices continue to be an effective means of engaging community members who don't have computer/internet access, as well as those who may have access, but have not connected with the City (ie, we don't have their email address or they haven't signed up for enews).		
2a	Canvass Door-to-door	Door-to-Door campaigns are time intensive, but effective. They are useful when trying to engage non-English speakers, persons with disabilities, or the elderly. Volunteers, including high school students interested in civic engagement or earning volunteer hours, should be utilized for the task.	Staff Time – Large Upfront	In-Person Outreach Efforts
2b	Partnering with existing groups to provide information. (Civic/homeowner associations, places of worship, PTA meetings, etc.) (see also Partnerships)	Communicators can play a vital role in this effort. Hold a group discussion after a religious/school/community organization meeting or gathering to reach those residents who are normally unable to attend meetings during the week or evenings. In addition, while not all community members are represented by civic associations, they are one good point of contact in the community. Piggy-backing on school functions puts the city in contact with parents and educators, as well as providing a platform to encourage youth involvement in their city's issues. Attending other organizations' meetings is a good way to provide information, answer questions, and most importantly, encourage participation in the larger project process. Keep in mind that a single community-wide meeting process is most productive - use other small group meetings as a tool for bringing outside groups or hesitant organizations into the larger meeting process.	Staff Time – Moderate Upfront	In-Person Outreach Efforts
2c	Comment/Evaluation Forms	Provide staff an additional opportunity to obtain community feedback on various issues. Information collected can be made public via the project website.	Staff Time – Varies	Website, Govt Access Channel, Smart Phones, Smart Tablets
2d	Direct Mailings	Direct mailings can ensure that every resident within a planning area receives information on key project milestones including points for community engagement. Mailings should include QR codes directing residents to specific project information (website) and appropriate branding to ensure project/city recognition. These are especially helpful before a process begins.	Financial Resources – Moderate	Passive Outreach Efforts
2e	E-Newsletters	E-newsletters can be used for regular project updates, keeping the lines of communication open and ensuring the community is informed about the timeline and progress to date.	Staff Time – Moderate Upfront	Passive Outreach Efforts

#	TOOL	DESCRIPTION	RESOURCE NEED (Staff time, cost, etc.)	APPLICATION
2f	FAQ documents, issue papers	Provide answers to common questions, brief explanations of complex planning concepts or aspects of Plans. Direct community members to more specific information / project website. These documents can be made available online, or at various city and community meetings.	Staff Time – Moderate Upfront	Website, Govt Access Channel, Smart Phones, Smart Tablets
2g	Post/Distribute flyers and posters	This strategy should be used to publicize meetings and events. Add QR codes to flyers to direct community members to relevant project information and include appropriate branding to ensure project/city recognition. Flyers can be posted/distributed at libraries, rec and community centers, places of worship, schools, civic associations, places of business, sporting events - or distributed via other services, e.g., Meals on Wheels. It is also important to translate flyers in multiple languages to the extent possible.	Staff Time – Large Upfront	Passive Outreach Efforts
2h	Telephone	There are limited situations in which the telephone is particularly suited - short timelines, connecting with individuals who don't have computer access, when a personal contact is needed in order to engage people in a project. Robo-calls can be an effective way of delivering information to an entire area.	Staff Time – Varies	Outreach Efforts
2i	Write Op-Ed or blog updates in local newspapers (online/print)	The media is a great source of information for the community, and a tool that the City might take better advantage of to share timely project information with a broad audience. Newspapers, community blogs, professional blogs are opportunities for planning agencies to communicate to a large audience and possibly pre-empt misconceptions.	Staff Time – Varies	Passive Outreach Efforts
2j	Giveaways	In certain projects, it might be appropriate to encourage participation with small rewards, such as small gift items/gift cards/other locally donated merchandise.	Staff Time – Varies Financial Cost	Outreach Efforts

#	TOOL	DESCRIPTION	RESOURCE NEED (Staff time, cost, etc.)	APPLICATION
3	Online tools for community input and interaction	Interacting with people electronically is an effective and cost-efficient way to reach many people quickly. A variety of interactive technological tools can facilitate community discussion and collect feedback - while saving costs on both the public and private sides by decreasing the number of public meetings needed. In addition, the format provides an opportunity for people who are unable to attend meetings for a variety of reasons to provide input.		
3a	Online comment board on project web page	Online outlet for community input and concerns during plan/project development process. Provides an effective opportunity for the community to see public comments and for online dialogue. Comment boards tend to work best when used to invite feedback on a specific topic – not a general feedback venue for airing grievances. Comment boards have the potential to be nonproductive if the dialogue devolves into something unconstructive or if the community does not have confidence that their input is being responded to and incorporated into the topic at hand.	Staff Time – Varies	Website, Govt Access Channel, Smart Phones, Smart Tablets
3b	Polling	Public input can be gathered through traditional and new polling techniques. Surveys can be web-based (such as survey questions posted on websites or via polling software, or mail, or taken during community meetings using real-time “clickers”. Printed copies of polls can also be distributed via city/community meetings, rec and community centers, libraries, schools, places of worship, civic associations, etc. The completed polls can then be mailed in to the appropriate contact.	Staff Time – Varies	Website, Govt Access Channel, Smart Phones, Smart Tablets, Community Meetings
3c	Website, Govt Access Channel, Smart Phones, Smart Tablets, Community Meetings	Allows people to participate in community meetings without having to physically attend them. Additionally, staff can facilitate input from the online-meeting attendees in a number of ways.	Staff Time – Moderate	Website, Govt Access Channel, Smart Phones, Smart Tablets

#	TOOL	DESCRIPTION	RESOURCE NEED (Staff time, cost, etc.)	APPLICATION
4	Media	While online media is often more cost effective and reaches a broader audience, there is still a very real need to utilize print media to communicate with the community. While taking into consideration budgetary concerns, local radio and television channels can be used to reach particular segments of the city's population.		
4a	News media (online and print)	It is important to consider timing with regard to weekly print media – if using print media, make sure the issue being communicated will coincide with the printing date. Using online news can be less time constrained and can reach a broader audience, since not all residents receive the weekly print papers. Some online sources will send out a daily digest to subscribers.	Staff Time – Varies	News Media
4b	Local television and radio stations	Public announcements can be made via local radio stations (AM/FM) and local access cable channels. It is important to also consider non-English speaking and religious stations. (Local access channels on cable) -	Financial Resources – Varies	News Media

#	TOOL	DESCRIPTION	RESOURCE NEED (Staff time, cost, etc.)	APPLICATION
5	Partnerships	In many cases, City staff does not have adequate social capital within some communities and therefore has difficulty effectively engaging those communities alone. Engaging appropriate partners who are trusted by various communities is an effective way of reaching out to solicit participation.		
5a	Social Service Providers	Service providers have access to many hard-to-reach populations (minority, persons with disabilities, low-income, renters, parents). Utilizing their connections is good strategy.	Staff Time – Varies	In-Person Outreach Efforts
5b	Advocacy groups	Advocacy groups have access to many hard-to-reach populations (minority, persons with disabilities, low-income, renters, parents). Utilizing their connections is good strategy and helps create a sense of trust.	Staff Time – Varies	In-Person Outreach Efforts
5c	Boards and Commissions (ex. Commission for the Arts, JABA)	Commissions and Boards have access to networks of advocates, professionals, policy experts, and members of the hard-to-reach population (including Youth). Utilizing their connections is good strategy.	Staff Time – Varies	In-Person Outreach Efforts
5d	Civic and Homeowners Association	Civic Organizations are purposed to improve the lives of their constituencies. Utilizing their connections is good strategy and provides an opportunity for them to serve their communities.	Staff Time – Varies	In-Person Outreach Efforts
5e	Educational Organizations (ex. PTAs, etc)	Engaging parents, children, and youth in planning processes is very difficult. Establishing partnerships can broaden both outreach opportunities and mutually beneficial relationships. Educational organizations can often provide resources that can support planning processes (such as pro bono services from teachers, students, and technicians).	Staff Time – Varies	In-Person Outreach Efforts
5f	Faith Community (ex. Churches, Synagogues, Mosques, etc.)	The faith community can provide support in planning efforts as they are trusted within the community, they have access to large groups of people, and they tend to be large landholders. Engaging this community can be good strategy.	Staff Time – Varies	In-Person Outreach Efforts

#	TOOL	DESCRIPTION	RESOURCE NEED (Staff time, cost, etc.)	APPLICATION
6	Visual Aids – Art, Graphics, Maps, Videos			
6a	Public Engagement as Public Art: Public art can be used to allow people to express their opinions in the public realm without City interference	Public art can create opportunities for informal public engagement and input. Some examples are Candy Chang's public art as public engagement projects The process of expression provides an opportunity for the community to come together. It also becomes an intelligent piece of temporary public art. (http://candychang.com/category/projects) and the Downtown Mall Community Chalkboard (http://www.brunerfoundation.org/rba/pdfs/2009/Chalkboard%20FINAL.pdf).	Financial Resources – Varies	Passive Outreach Efforts
6b	Visual Art techniques such as illustrative plans, models, graphic rendering, drawings, sculpting, painting, wooden blocks, legos, etc.	Visual arts provide an opportunity to illustrate planning concepts, development projects, document community input in an interactive format that is visually appealing. Also, it lessens the need for literacy and written language translations. (ex. Maps on Purpose project sponsored by Art on Purpose, a non-profit organization in Baltimore, MD)	Financial Resources – Varies	Passive Outreach Efforts
6c	Storytelling	Storytelling can be coupled with the use of visual arts to allow the community to provide input by sharing stories of the community and aspirations for its future. The storytelling can be used to inform the development of neighborhood and revitalization plans, and development projects.	Staff Time – Varies	Passive Outreach Efforts
6d	Art Projects at Community Events	Kids and adults alike can be engaged in small art/education projects - sometimes kids can be kept busy with an art project while parents have an opportunity to learn about or provide input on an issue.	Staff Time Only – Varies	Passive Outreach Efforts
6e	Sketching or Art Contests	In the event of an urban design opportunity (plazas, street furniture's, streetscape, pedestrian ways, staff can invite the public to provide design solutions via art submittals. This process can take the form of a contest to make it exciting and fun.		

#	TOOL	DESCRIPTION	RESOURCE NEED (Staff time, cost, etc.)	APPLICATION
6f	Informative Videos	Partner with Communications Department to create short informative videos on both basic planning principles AND current projects. Use staff and volunteers for actors. To maximize viewer rate, share video link with relevant neighborhood associations, blogs, listserves, churches and faith groups, non-profits. Email to relevant E-news groups. Also post survey link on project webpage.		
6g	GIS	Partner with Geographic Information Systems to make the best use of these tools for a relevant project.		
6h	Interactive GIS Tools	Allows people to visualize data/impacts	Staff Time – Varies	Website, Govt Access Channel, Smart Phones, Smart

Appendix E. Evaluation

City departments will conduct ongoing assessment of civic engagement performance by project.

Staff will develop a brief summary of each project's civic engagement process and outcomes as well as a brief evaluation. Staff will consider the following data points and performance to develop the evaluation using the project evaluation template provided in the appendix.

- ***Track and review data on participation.*** It would be intrusive to ask participants to report their demographic characteristics at every civic engagement event, but it is still possible to gauge the diversity of the participant group. For example, it is possible to report on data such as how many families used the provided childcare, or how many individuals used the translation services. Some questions can be added to the sign in sheet to help track participation, such as “is this your first time participating in a City process?” One way of tracking geographic diversity is to ask participants to place a dot on a map where they live and work.
- ***Assess the organizing and communication process:*** Which outreach methods were used, how frequently were they used and how did they succeed in garnering participation?
- ***Review and assess use of the Framework:*** Was it shared with the community in advance of starting the process? Was it used properly and followed? Was it updated if needed?
- ***Review meeting evaluations*** for further insight into department success. Participants may have the opportunity to evaluate each meeting, as in the What's Next Alexandria Process, or each phrase, or the project as a whole.
- ***Assess project accountability and transparency:*** Did departments make the Framework available prior to each project? How quickly were meeting results and summaries posted for the public?
- ***Assess performance of each principle,*** using the actions and outcomes checklists.

Annual Evaluation

During the first year, the Interdepartmental Working Group will develop a proposed plan for future annual review of civic engagement performance. While the benefits of an annual review are clear – ongoing assessment and refinement of the City’s Civic Engagement performance – the staff resources to conduct such an effort could be significant. The City should not devote resources to assessment at the expense of doing the actual civic engagement work well.

Therefore, the Working Group will need to carefully consider and weigh the *most efficient and effective model for evaluating performance and holding the City accountable* for its commitment to civic engagement.

The proposed plan will be shared with the community for comment. An annual evaluation would consider the following elements based on input received from community evaluations and identify areas of improvement:

Evaluate use of the framework: Was it used consistently by all applicable City processes? Does it need to be revised?

Evaluate departmental use of the Handbook: Is the Handbook being frequently used and referenced when designing community engagement processes? Are certain elements of this Handbook out of date and in need of being updated? Is there anything missing?

Evaluate Communications/ Outreach success and update the City’s understanding of communications networks: Have new communications avenues become more popular? Which organizations and networks are the best up-to-date tools for outreach and communication? How can the City reach into spaces where the public is already active?

Evaluate new and emerging online and digital engagement techniques: Have new forums for online engagement become popular or free?

Celebrate small victories: Increasing public engagement across the City will require years of sustained, collaborative, and considered progress.

Define the process for revising the Civic Engagement Handbook when necessary.

Assess the City's implementation structure. Is there a problem with consistency or has the effort become too administratively onerous? Does the hybrid approach need to be adjusted to gain more consistency or to allow for more flexibility based on workflows?

Appendix F:
Printable: Meeting Evaluation

MEETING EVALUATION

DRAFT: The City Manager's Office will be further reviewing and refining to ensure we capture quantitative measures that can be assessed over time. One suggested addition is to measure performance of the Principles as evaluated by participants using a rating scale.

Date: _____ Event: _____

Please take a moment to answer the following questions in order to help us make the best use of your time, support each participant, learn from you, and facilitate the most productive outcome.

1. What are your concerns about this event/project?

2. Do you have suggestions for improvements?

3. What worked well during the meeting and why? What could have been done better during the meeting and why?

4. Other Thoughts?

Appendix G:

Printable: Sample Project Evaluation

Staff Project Evaluation

DRAFT: The City Manager's Office will be further reviewing and refining to ensure we capture quantitative measures that can be assessed over time. One suggested addition is to measure performance of the Principles as evaluated by participants using a rating scale.

Date: _____

Event: _____

Using the Guidelines listed below, develop a brief summary/evaluation of this project's civic engagement process and outcomes:

1. Track and review data on participation, including demographic and geographic diversity, number of participants.

2. Assess the organizing and communication process: Which outreach methods were used, how frequently were they used and how did they succeed in garnering participation?

3. Review and assess use of the Framework: How was the Framework used and were there any deviations from the Framework? If there were deviations, what were they and why?

4. Review participant meeting evaluations for further insight into department success.

5. Assess project accountability and transparency: Did departments make the Framework available prior to each project? How quickly were meeting results and summaries posted for the public?

6. Assess performance of each principle.

7. What improvements can be implemented in the future to ensure a productive outcome?

Appendix H:
Printable: Community Evaluation for Engagement Strategy
Process

Sample Community Evaluation For Engagement Strategy Process

DRAFT: The City Manager’s Office will be further reviewing and refining to ensure we capture quantitative measures that can be assessed over time. One suggested addition is to measure performance of the Principles as evaluated by participants using a rating scale.

Date: _____ Project/Plan: _____

In order to help us better implement our civic engagement process, please take a moment to answer the following questions regarding this project.

1. Was it clear to you that staff consulted _____ Handbook for Civic Engagement?

2. Was the goal of this project clear?

3. Can you identify some of the ways in which both the community and City staff shared responsibility in the process?

4. What engagement strategies were used to collect your input? Which were most useful?

5. Describe the communication and outreach methods used. Which were most useful?

6. What efforts were made to engage the community's diverse population? Which worked well?

7. Do you think that the City has implemented an effective organizational structure for improved civic engagement in the City.

8. Were adequate evaluation methods offered? How were they shared (online, during meetings, etc.)?

9. How/when were facilitators used? Did they enhance the process?

Appendix I.

Reaching the Community's Full Diversity

Charlottesville is fortunate to have such a diverse community. However, a common concern of staff and community members alike is the lack of diversity in engagement from all parts of the community. The City has consistently had difficulty successfully engaging certain segments of Charlottesville, particularly racial/ethnic minorities, low income residents, immigrants/foreign language speakers, renters, people who live in condominiums, persons with disabilities, parents of young children, and young residents (younger than 30).

Reaching all community members can prove challenging for a variety of reasons, common among them are:

- People are busy with jobs and families and are unable to attend meetings to learn about issues affecting them.
- People don't know about opportunities to participate, or they can't easily tell what the issue is or how it affects them.
- Lack of Internet/computer access.
- Many residents do not speak English or are reluctant to participate, because they are not U.S. citizens; however, involving noncitizen residents is strongly encouraged.
- Many people do not have cars or have physical disabilities that prevent them from going to meetings.
- Country of origin does not have a culture of civic participation.

Reaching Diversity: Strategies

Staff will continue to work on improving outreach to segments of the community who do not typically participate and will develop an action plan to reach these community members. In order to encourage first time participation, it is important to identify community leaders to engage these populations, engage people where

they are, personalize the communications, and improve the accessibility of information and events. Below are strategies to assist in this ongoing effort:

Develop relationships with formal or informal community leaders who are already known and trusted by the community and can best convey potential impacts or the importance of getting involved in a particular issue.

Hold group discussions after religious or community gatherings to reach those residents who are normally unable to attend meetings during the week or evenings. Use the opportunity to solicit suggestions on the best ways to communicate with the group.

Utilize digital communication. Not everyone has access to computers, but most people have access to a cell phone. Texting, Twitter, Facebook, community listserves and email alerts are effective tools for making multiple connections quickly. Translating brief alerts can be more feasible than disseminating entire documents in several languages.

Distribute flyers at neighborhood businesses and gathering places like grocery stores, Laundromats, gyms, schools, clinics, coffee shops and religious institutions. Get permission to post flyers in condo and apartment buildings on bulletin boards or in elevators, or in workplaces. Usually flyers can be easily/quickly translated into multiple languages.

Contact local radio and TV stations to focus outreach on particular groups: Spanish-speaking channels (AM/ FM); religious stations (AM); ACPS channel; local access channels.

Provide translation services and translated materials during meetings. Doing so makes everyone feel welcome and encourages participation. People do want to be involved in what is happening in their city – our job is to make that as simple as possible.

Consider transportation. Many residents rely on public transportation, which does not run frequently in the evenings; others cannot drive at night or have other restrictions precluding them from driving to meetings. Individuals with mobility issues or other special needs face great barriers in arranging evening transportation.

Provide childcare at key meetings to encourage and make it possible for parents with young children to attend.

Meet people where they are, in parks, recreation centers, community or school events, neighborhood businesses, even bars.

Reaching Diversity: Summary

Expanding participation in decision-making in the City will require a multifaceted communications and engagement approach. Because residents get their information in many different ways, multiple channels of communication are necessary, from low-tech to high-tech, and everywhere in between.

Staff time and resources are limited, so the process will work best when the community shares in the responsibility for outreach. Communication needs to occur early and then consistently throughout all City planning/decision-making processes.

Finally, communication must be clear and understandable so people know what is being asked of them and how they can participate.

Appendix J

Implementation

This Handbook sets forth the policies and procedures for consistent implementation of the civic engagement work, an effort that spans City government. Application of the Principles and framework must be fundamentally consistent citywide, but the level of effort may vary from project to project to be realistic and achievable.

An effective organizational structure is necessary for successful implementation. The City will utilize a hybrid structure, with some elements centralized and others decentralized to ensure both consistency and cost-effectiveness/efficiency.

The City Manager's Office will provide oversight to ensure that expectations are clear, resources are adequate to meet expectations, and staff is held accountable for results. A key element of this role will be management of resources to provide facilitation training to staff involved in civic engagement work throughout the City. Facilitation training for staff and members of the community will help embed this new approach – and in some cases, culture shift – in everyday work in a consistent way.

Staff training will consist of two parts: skill building and content.

The skill-building piece will focus on how to run productive meetings, facilitate small group discussions, and manage difficult situations. The content element will train staff in a new civic engagement “way” – how to apply the Principles, use the framework, and run a meaningful and constructive civic engagement process.

In order to create staff ownership of the new approach, trainers will help staff understand why this effort is important to the City as a whole and what the benefits are to them in their work. Training will be accompanied by a short staff manual (essentially the appendices of this Handbook) outlining the policies and procedures. Training will be followed up by regular communication to the departments about expectations.

The individual departments will integrate the new standards and framework into their existing operations. All of the planning efforts included on the City's Interdepartmental Work Program will follow the Principles and guidelines established in the Handbook.

Having the departments lead the implementation effort, rather than through a centralized administrative function, allows the civic engagement approach to meet the needs of the specific project. It also encourages ownership of implementation, which speeds the internalization of the new civic engagement approach.

Because the projects are of different scales, from a Small Area Plan process to a more focused technical study, each project's civic engagement framework will be distinct, but the common threads will be the Principles and the agreed upon phases of the process overall.

Examples of City projects that will require a civic engagement framework and the most comprehensive levels of outreach and public participation include the Small Area Plans (SAPs), and larger construction and infrastructure projects. SAPs tend to provide an opportunity for a great deal of public input and discretion in the beginning of the process, because they establish a long term vision for an area. SAPs must also remain consistent with the City's strategic plan, funding capacity, and develop contributions. At the other end of the continuum is development review, where applicants have existing property rights for development and an obligation to comply with a previously adopted Plan, which the public has presumably already participated in developing. The community can weigh in on a project's consistency with the Plan, zoning, and a variety of details, but the major issues such as use, scale, and density have already been established by the community in the Plan.

An interdepartmental working group will monitor civic engagement implementation across departments and provide guidance on refining the organizational structure as needed. This group will develop a set of guiding criteria to serve as a threshold for understanding when a City project requires a civic engagement plan or when the Handbook is simply a reference document for general engagement on smaller projects. Performance accountability will be managed by the City Manager's Office following recommendations from the interdepartmental group.