



County of Los Angeles CHIEF EXECUTIVE OFFICE

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November 9, 2016

To: Supervisor Hilda L. Solis, Chair
Supervisor Mark Ridley-Thomas
Supervisor Sheila Kuehl
Supervisor Don Knabe
Supervisor Michael D. Antonovich

From: Sachi A. Hamai *Sachi Hamai*
Chief Executive Officer

Sean Rogan *Sean Rogan*
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COMMUNITY PARTICIPATION REPORT BACK (ITEM NOS. 1-D AND 15, AGENDA OF AUGUST 9, 2016)

Background

On August 9, 2016, the Board adopted a motion (Motion) by Supervisor Solis that directed the Chief Executive Office (CEO) and the Community Development Commission (CDC) to report back to the Board on best practices for community participation in County economic development projects.

Community Participation

Community participation is a process by which an organization consults with interested or affected individuals, organizations, and other stakeholders as an integral part of developing a project. Community participation is a two-way communication and collaborative problem-solving effort with the goal of achieving better and more acceptable decisions. This consists of proactive engagement with the communities where economic development projects will occur through methods such as: focus groups, workshops, email updates and social media communication.

As directed by the Board, the community participation "best practices" will be applied to all economic development projects where there is private sector participation that

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results in tangible economic development benefits beyond just the construction of County facilities. The private sector involvement will not be exclusive to public private partnerships (P3s), which utilize private developers to facilitate the design, construction, financing, operation and maintenance of the property. Rather, private sector participation will be defined as any material use of a County-owned, or County-funded, facility by a non-profit or private entity following completion and delivery of the project. Such use of the facility must result in direct economic development benefits for the community, including job creation for non-County employees, commercial development, retail investment, blight removal, affordable housing, or any other activity that improves the economic well-being of local residents.

Project Development Framework

The CEO and CDC are committed to transparency and participation by the diversity of interests throughout the region. The CEO and CDC strive to be responsive to participants, provide clear and concise informational materials, and address the concerns raised by interested parties. The best practices shall utilize a broad range of public information and participation opportunities, including the dissemination of proposals and alternatives, the process for written comments, public meetings after effective notice, settings for open discussion, communication programs, information services and consideration of and response to public comments.

The capital project framework provided in this report aims to inform stakeholders about the phases of major capital projects as they pertain to developing high level and quality facilities within specified financial limitations. Additionally, the following summary of project phases identifies a process to ensure that interested parties and the general public have reasonable opportunities to be involved in the planning and development process.

a. Pre-Development Phase

i) Definition of Project Scope / Schematic Design

Pre-development begins with forming the project team and selection of outside professional services, which may consist of a design firm and community outreach specialists. The project team then develops the concept initiation and defines the project's work scope by: establishing goals; collecting facts and data (i.e., demographics, economic conditions and trends); assessing program (consolidation or decentralization) and facility needs (space, growth, security); identifying site relationships, hazards, and infrastructure; delineating building massing; estimating the budget and schedule; and assessing

risks. The work scope will assist in the development of an initial design scheme of the project that includes scale and relationships between building components, functions and spatial relationship to the surrounding environment.

A community engagement plan can be created for each project, and would identify the methods and scheduling of events to involve stakeholders, the community and the general public. A public information program will be delivered through a variety of methods, such as news releases, letters and notices, signs, collateral material, workshops, community meetings, open houses, website postings, social media support, graphic displays, and one-on-one conversations. The community outreach plan will provide well-defined rules about how public participation will be conducted and how project decisions can be made to ensure that there is a clear structure and process.

At this point, the schematic design can be shared with stakeholders and the general public to illustrate and convey the project's programmatic requirements. The primary goal is to inform the public by providing information to help them understand the goals, programmatic requirements, issues, options and solutions, as well as to obtain their feedback on alternatives.

ii) Due Diligence / Public Outreach

The next step refines the concept after public outreach (e.g., public charrettes, workshops, focus groups) in order to receive public input regarding the project's uses and potential design elements.

Public meetings shall be held at reasonable times and locations that maximize input from stakeholders, adjoining neighborhoods and the broader community.

The County can also explore the potential for other uses within the proposed project and alternative development scenarios. Facilitated by staff and consultant teams, conceptual plans can be developed upon the completion of initial public outreach that would include sufficiently detailed information on construction materials and methods, along with graphic renderings, so that input can be provided on the quality of the architecture and construction being proposed.

Other documents that may be considered during this phase include:

- Scope statement and documentation that defines the needs, objectives, benefits, deliverables and key milestones.
- Work Breakdown Structure (WBS) which visually breaks down a major project into smaller deliverables so the scope of the project is manageable.
- A communication plan that outlines the communication goals and objectives, communication roles, and communication tools and methods. This plan creates a basic framework to avoid misunderstandings or conflicts.
- Risk management plan to assist project managers to identify foreseeable risks, including unrealistic cost and time estimates, changing requirements and a lack of committed resources.

iii) Pre-Entitlement / Entitlement / Construction Documentation

The pre-entitlement phase focuses on preliminary site layouts, architectural plans, engineering, phasing options, local requirements (e.g., zoning; General Plan designations; parking; elevations; landscaping; traffic impacts; noise; air quality; onsite storm water management; special districts; sheriff/police, fire or emergency services; land use / building code compliance), floor plans, building sections, potential off-site constraints (i.e., access, infrastructure or utility deficiencies), tenant requirements, Leadership in Energy and Environmental Design (LEED) consulting, and fiscal impact reports. The pre-entitlement phase also involves a California Environmental Quality Act (CEQA) review, which includes a public review period prior to approval of the Final Environmental Impact Report. During this process, the County will actively engage with the stakeholders on the progress of the project in accordance with the community engagement plan.

The final phase of predevelopment is the entitlement process, which addresses the applicable local zoning regulations, building codes, General Plan, and neighborhood / community groups' needs in the development of a cost-effective design. The process consists of finalizing Environmental Impact Reports/Studies, mitigation measures (including project-serving and off-site and regional improvements, if necessary), public hearings, regulatory authorization to construct (local, County, State, Federal permits), conditions of approval, appeal

periods, construction drawings, building equipment specifications, contract forms and conditions, and bidding requirements. The County will also determine the procurement approach (design-bid-build, design-build, construction manager/general contractor) during this phase.

b) Construction

The next phase of a major project is construction, bidding and contract administration. During this phase, the County will prepare the bid package and scope of work, schedule pre-bid meetings and release via a formal bid opening process. When the returned bids have been reviewed, the project is awarded according to the procurement policy. The County will coordinate with the project management team and act as a clearinghouse for information on the project to ensure work is progressing on schedule and on budget; manage contracts and the project team; monitor compliance with construction documents; keep all stakeholders well informed (e.g., via a website portal, email blasts, and social media in accordance with the community outreach plan); and solve problems that may arise.

c) Occupancy / Project Close Out

The final phase of the project begins as construction nears completion. The Project Management team will coordinate commissioning of building systems, which involves testing and calibrating building features such as fire alarm and suppression systems, and heating, ventilation, and air conditioning equipment. The County will coordinate the move into the new space or facility, plan "soft" and "hard" grand openings, and close out the project budget. Throughout this period, staff, as well as professional consultants, can engage the public to solicit any feedback they may have. Such activities will seek to establish a foundation that enables community engagement and outreach to continue beyond project delivery and maintain its relevance throughout the life of the economic development project.

Best Practice Models

Several jurisdictions successfully employ community participation models for major development projects. Outreach activities range from: events to solicit community participation; dedicated staff to reach out to affected communities; and discussions with

community stakeholders and local jurisdiction leadership. The following highlights models of community engagement from the City and County of San Francisco, City of Portland, City of Los Angeles, and Los Angeles Metropolitan Transit Authority (Metro).

City and County of San Francisco

The City and County of San Francisco has created a Public Outreach and Engagement Team (POET) to proactively reach out to the public regarding major development projects and to aid the Planning Department. In 2011, the city's planning department conducted a Public Outreach and Engagement Effectiveness survey to evaluate the department's outreach efforts. Based on these results, the department created a Public Outreach and Engagement Program housed in the planning department to better serve staff, stakeholders and the community at-large through a comprehensive outreach and engagement program. The program goals are to:

- Achieve more effective and broader engagement of the City's residents and businesses;
- Develop more collaborative and positive working-relationships with the public;
- Increase public knowledge and understanding of the Planning Department's mission and work; and
- Ensure the Planning Department is an adaptive organization that uses the latest methods for outreach and engagement when appropriate.

As a result of the POET, the City and County of San Francisco has a staff training program focused on outreach and engagement skills such as facilitation and cross-cultural communication. In addition, the POET created a toolkit for staff, provided aides to help perform outreach and/or engagement activities, developed a strategy to improve the quality and accessibility of information disseminated to the public, and developed a comprehensive communications program that includes media relations, employee communication, social media, and branding. Furthermore the POET has developed a public feedback form which is posted on their website so that any member of the public can provide feedback on proposed development projects and Planning Department activities.

The County can incorporate several practices from the City and County of San Francisco, including a robust communications program, into community participation best practices. Similar to San Francisco, the County could create a website educating the public about forthcoming projects and seeking public input so that information is easily accessed.

City of Portland

The City of Portland has developed an Outreach and Involvement Handbook, as well as a Public Participation Resolution passed by the Portland Development Committee (PDC). The PDC's range of public participation in major development projects has included: public hearings, surveys, polling, open houses, workshops, citizen advisory committees, budget advisory committees, industry groups, and other forms of direct involvement with the public, including web and technology-based methods.

In 2008, the City of Portland created the Public Involvement Advisory Council to improve the quality and consistency of public involvement across city government while creating clear guidelines for how Portland's city government engages the public on decisions and outcomes that impact their lives. Portland also created a Community Involvement Committee housed in the city's planning department to weigh in on the City's general plan update. This committee regularly engages in community outreach through workshops, community-hosted topic forums, community group meetings, advisory committee meetings, open houses, tabling, social media, and surveys. The County can look to Portland's handbook as a model for how to provide County departments with the most effective methods of community engagement and how to execute them.

City of Los Angeles

The City of Los Angeles recently released an RFP for a consultant to develop a master development plan for its Civic Center area. In this RFP, the City of Los Angeles clearly highlighted that the consultant must incorporate a robust community outreach component that includes stakeholders within the project area.

In order to ensure that the community is engaged from the very beginning stages of a major project, the City's Civic Center RFP can be viewed as a best practice by including standard community participation and outreach language in its initial contractor selection process.

Los Angeles Metropolitan Transit Authority

The Los Angeles Metropolitan Transit Authority (Metro) consistently engages in effective community outreach for their public development projects. Metro has a Community Relations division, which helps coordinate communications to identify transportation needs, inform and educate about projects in construction, and prepare communities for new Metro service. Within this division, Metro's Construction Relations team is responsible for the public outreach, stakeholder communication and

construction impact coordination and mitigation on all major development projects. Metro also has a clearly defined community outreach procedure, as memorialized in the Metro Joint Development Program: Policies and Process handbook, was updated in February 2016. Metro also has a Public Participation Plan (Plan), as required for Federal Transit Administration projects. The Plan is updated every three years.

As a result of these programs, Metro has created a uniform procedure for community engagement, local collaboration, and design rigor. Metro recommends roundtables, community and business stakeholder workshops, with meeting and workshop summaries being circulated for comment and public participation. Additionally, if Metro requests public feedback on a major development project or P3 project, stakeholders are given a sufficient lead time of 30 days at a minimum to provide public comment.

Metro takes further action to ensure that all of their outreach materials and engagement opportunities are culturally competent and linguistically appropriate, given the diversity of the Metro community. Metro publishes all community outreach materials online and in nine languages in addition to English, and they provide multiple language translators at their public outreach events to ensure that all members of the community have the opportunity to be heard. Finally, Metro's Plan calls for non-traditional educational methods for public participation, by using videos, pictures, participatory planning tools (such as interactive maps and activities), real life examples, and art whenever possible to explain harder to decipher technical details and increase public awareness and understanding of major development projects.

Recommendations

We recommend consideration of the following best practices for community participation:

- **Comprehensive Project Plan.** As part of any major economic development project, the County will create a project plan that outlines economic development objectives, including such things as local hire, workforce development, blight removal, private sector investment, affordable and market-rate housing, expansion of the local tax base and any other priority goals of the project.
- **Proposal Process.** Where appropriate, the developer/contractor will be required to submit appropriate communicative strategies such as a plan for community engagement in the initial Request For Proposals (RFP).
- **Proactive Communications.** The County will proactively engage the community through various roundtables, focus groups, workshops, email updates, and social media communications. Meetings shall be culturally sensitive while venues shall

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be transit accessible and ADA compliant. A wide variety of media including mail, email, posters, networking and print media will be considered to notice public meetings.

- Local Agency Collaboration. The County will work with local agencies and jurisdictions as appropriate to encourage transit-supportive, high-quality development that is consistent with the needs and objectives of the local community.

With any major project, the CEO and CDC recognize the need for ongoing community participation from project origination through and beyond project delivery. We will coordinate any implementation of these best practices with the Economic Development Policy committee.

If you have any questions, please contact Doug Baron of the CEO at 213-974-8355, or dbaron@ceo.lacounty.gov, or Monique King-Viehland of the CDC at 626-586-1553, or Monique.King-Viehland@lacdc.org.

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