



City/County Water and Wastewater Study Oversight Committee



May 23, 2008

TO: City of Tucson Mayor and Council Members
Pima County Board of Supervisors

FROM: City/County Water and Wastewater Study Oversight Committee

RE: Progress Report

Introduction

This past spring, the City of Tucson Mayor and Council and Pima County Board of Supervisors approved a scope of work for a City/County Water and Wastewater Infrastructure, Supply and Planning Study (Study) and appointed a twelve-member Oversight Committee (Committee) to oversee Phases 1 & 2 of the Study. The Mayor and Council and the Board of Supervisors also directed the Committee to report back on “a plan for a broad-based and transparent public process for engaging the community in this study.” In response, the Committee respectfully submits this report which includes an update on Committee progress to date and recommendations for public participation.

The Oversight Committee met five times during April and May of 2008. The agendas from each meeting are attached to this report.

Meeting date/time:	Attendance:	Location:
April 9, 2008: 7:30 a.m.	39	City Information Technology Building, Pueblo Room, 481 W. Paseo Redondo
April 18, 2008: 8:00 a.m.	125	The Manning House, 450 W. Paseo Redondo
April 23, 2008: 6:00 p.m.		The Manning House, 450 W. Paseo Redondo
May 12, 2008: 6:00 p.m.	TBD	Randolph Golf Course Club House, 600 S. Alvernon Way
TBD	TBD	TBD

City Manager Mike Hein and County Administrator Chuck Huckelberry attended the April 9 kickoff meeting to explain the scope of the study and answer questions from the Committee. The April 18 meeting was devoted to hearing from the public about ideas for developing an open and transparent public process as part of the study. At the April 23 meeting, the Committee endorsed a set of topics and a schedule through December 2008 to complete Phase 1 of the study. The May meetings were focused on developing public participation recommendations.

I. Schedule for Completing Phase 1

The Committee and staff from Tucson Water and Pima County Regional Wastewater Reclamation Department (staff) developed a schedule leading to transmittal of the Phase 1 Report to Mayor and Council and Board of Supervisors by the week of December 8, 2008 (see below).

City/County Water and Wastewater Study Oversight Committee - Phase 1 Schedule

Meeting Timeframe	Presentations/Actions
Week of June 2, 2008	<ul style="list-style-type: none"> • Overview of Water and Wastewater Systems
	<ul style="list-style-type: none"> • History, Institutional and Regulatory Backgrounds
Week of June 16, 2008	<ul style="list-style-type: none"> • Customers and Water/Wastewater Demands (Needs)
	<ul style="list-style-type: none"> • Available Water Resources (Supply)
Week of July 7, 2008	<ul style="list-style-type: none"> • Potable Water, Wastewater and Reclaimed Water Delivery System
Week of July 21, 2008	<ul style="list-style-type: none"> • Currently Planned New Water and Wastewater Infrastructure
Week of August 4, 2008	<ul style="list-style-type: none"> • Financial Planning
Week of August 18, 2008	<ul style="list-style-type: none"> • Future Population Scenarios; Planning for Growth
Week of September 1, 2008	<ul style="list-style-type: none"> • Future Resource Scenarios, Conservation, Environmental Needs for Water
Week of September 15, 2008	<ul style="list-style-type: none"> • Sustainable Water Population Discussion
Week of September 29, 2008	Follow-up Discussion on Outstanding Issues
Week of October 6, 2008	Draft Phase 1 Report Presented to Committee
Week of October 20, 2008	Committee Deliberations on Draft Phase 1 Report
Week of November 3, 2008	Committee Hosts Public Meeting on Draft Report
Week of November 10, 2008	Committee Votes on Final Phase 1 Report
Week of December 8, 2008	Committee Forwards Final Report to Mayor and Council and Board of Supervisors

- Denotes staff presentation to the Oversight Committee

Starting the week of June 2, 2008, the Committee will meet every other week through the week of November 10, 2008. Between the first meeting in June and the meeting of the week of September 15, 2008, staff will make a series of presentations to the Committee, on topics ranging from an Overview of Water and Wastewater Systems to

Currently Planned New Water and Wastewater Infrastructure to a Sustainable Water Population Discussion. Each of the presentations through the second meeting in September 2008 will constitute chapters in the Phase 1 Report.

For each presentation, staff will prepare initial report materials and presentation materials to facilitate Committee discussion. Each presentation will be made at an open meeting, with opportunity for public comment. In addition, staff will arrange for outside "expert" review and comment on each chapter of the draft report. Expert participation can occur as "agendaized" matters for Committee meetings, as on-line dialogues, or both. All expert input will be written and made available for public comment.

Writing each chapter will be an iterative process, from the initial drafting to public presentation to redrafting based upon public and expert comment

Ten weeks and five meetings, between the week of September 29, 2008 and November 10, 2008, have been set aside for the Committee to deliberate on and finalize the Phase 1 Report. The schedule envisions a large public meeting hosted by the Committee for the week of November 3, 2008 to take public comment on the draft report.

The Committee will meet the week of November 10, 2008 to vote on adoption of the Phase 1 Report. The Committee will formally transmit the adopted Phase 1 Report to Mayor and Council and Board of Supervisors the week of December 8, 2008.

This is an ambitious schedule, which the Committee has adopted so it can meet the deadlines in the approved Scope of Work. The Committee cannot meet this schedule without the hard work, professionalism, and unparalleled cooperation of staff. The Committee is happy to report that staff already has shown it is equal to the challenge.

II. Discussion and Recommendations on Public Process

This section discusses and makes recommendations for an inclusive and transparent process for achieving the Scope of Work approved by Mayor and Council and Board of Supervisors.

Regarding public process, the Committee has agreement on the following principles:

1. The Committee's responsibilities are focused on successful completion of Phase 1 and 2 of the Scope of Work. As soon as Phase 2 is completed, currently scheduled for July 2009, the Committee will go out of business.
2. Mayor and Council and Board of Supervisors made the Committee the focus of public process for Phase 1, but the Committee will ensure that its work during Phase 1 is done in an inclusive and transparent environment.
3. Public process for Phase 2 might differ from what is appropriate for Phase 1. Public process in Phase 2 might provide a transition to public processes necessary for Phase 3 to 5 to succeed.
4. The Committee can recommend principles for public processes appropriate to Phases 3 to 5 and point to case studies of successful community wide public process, such as the Sonoran Desert Conservation Plan and Regional Transportation Authority planning process.

A. Recommendations for Phase 1 Public Process

The Committee is taking a number of steps to ensure that Phase 1 proceeds in an environment of inclusive and transparent public process. These public outreach steps will include:

- **Stakeholder Identification:** An initial mailing list of 1,200 + individuals has been created. This list consists of individuals and organizations that have expressed interest in the study to date, and also includes a list of potentially interested parties obtained from the Arizona Department of Water Resources, Pima Association of Governments, the Water Resources Research Center and internal staff mailing lists. Additionally, staff included lists of homeowner and neighborhood associations, business groups, and environmental groups in the initial mailing list (see attached initial list of potentially interested parties). This list has since been expanded to include names provided on meeting attendance rosters, on-line via the Study website (www.tucsonpimawaterstudy.com), and others who have asked to be added to the mailing list.
- **Committee Meetings** - All Committee meetings are open to the public and interested members of the public are encouraged to attend and provide input. A call to the audience is included as an agenda item at the beginning and end of each meeting. All meetings are held in ADA accessible locations. To encourage broad participation from the interested public, the Committee has agreed to hold meetings at times and places convenient to the general public.
- **Website** – An interactive website has been created -- www.tucsonpimawaterstudy.com -- and is maintained providing comprehensive information on the study process. Draft interim documents will be published on the website so interested parties can understand and participate in the deliberative process. The website also includes meeting agendas, meeting notices and meeting minutes, a glossary of terms, all final products, committee members and their bios, a host of related information, and opportunities for public input.
- **Phone Line/E-mail Address/Mailing Address** – A contact card has been produced with the study number, website address, e-mail address and mailing address to be handed out at meetings of the Oversight Committee and other meetings and public places to increase public awareness of opportunities to participate.
- **Meeting notification** – agendas are posted in accordance with Open Meeting law requirements and distributed to Oversight Committee members, the stakeholder mailing list, and the media and are posted on the study website.
- **Media outreach** – The media is routinely sent a copy of the meeting agenda in advance of each meeting.
- **Record of Meetings** - Detailed meeting minutes provide a written record of each Committee meeting including public comments received at meetings. All meetings are audio-taped and soon will be video-taped as well. The written meeting summaries and audio/video recordings are being posted to the Study website.

- **Outreach to other jurisdictions and water/wastewater utilities** - Dan Sullivan, Oversight Committee member and consultant for Pima Association of Governments (PAG), reported at the April 9, 2008 meeting that PAG had extended an invitation to its member jurisdictions to participate in the Phase I Inventory and Assessment. The Chair of the Oversight Committee, Jim Barry, also sent a letter of invitation to participate to all jurisdictions, tribal governments and water/ wastewater utilities on April 15, 2008 (letter attached).
- **Review of Study Documents** – In early June, the technical information that is being gathered as part of Phase 1 will begin rolling out in the form of documents and presentations at Committee meetings. All materials that are produced will be posted on the website and stakeholders will be informed of their availability. There will be opportunities at each Oversight Committee meeting for questions, input, discussion, and identification of follow-up items by committee members and member so the audience. The Committee expects this effort to be an iterative process. Presentation materials will be forwarded to the Committee no later than one week prior to each meeting. Following Committee discussion and public comment at the meetings, staff will review and revise materials as needed and bring an update back to the Committee for further review and comment.
- **ADA Accessibility** – The Committee will ensure that all Phase 1 meetings are held in ADA accessible facilities.
- **Involving outside technical experts** – The Committee and staff will identify and invite experts to present information at Committee meetings on key topics and to serve as peer reviewers of documents produced or serve on discussion panels as part of the study; and perhaps will convene a panel of experts for one or more workshops on future scenarios, growth and sustainable population.

The Committee and staff are open to suggestions for additional steps to ensure full public input.

B. Public Process for Phase 2

The current Scope of Work assumes that the Committee will continue as the focus of public process in Phase 2. The Committee anticipates working to see that Phase 2 is successfully completed, but acknowledges that Mayor and Council and Board of Supervisors may decide to restructure public process in Phase 2 to include other interests “at the table” with the Committee.

The Committee proposes to track Phase 1 progress and review (with public input) how Phase 2 public participation could be organized. The Committee will be prepared to report back to the Mayor and Council and Board of Supervisors by October with recommendations on public involvement in Phase 2.

C. Public Process Considerations for Phases 3 to 5

Phases 1 to 5 are in a logical sequence, but that does not mean that Phase 3 must wait for completion of Phase 2 before it can begin. The Committee’s role will end with completion of Phase 2, by July 2009...Public process for Phases 3 to 5 will require a broader oversight structure and a larger public participation process than was appropriate for Phases 1 and 2. The Committee believes that we will not naturally morph into the appropriate public process for Phases 3 to 5 and this public process will not

naturally evolve from Phases 1 and 2. A conscious effort will have to be made to create a new and acceptable public process.

Public input received to date suggests the following as guiding principles for the larger public participation process:

1. While Tucson Water and Pima County Regional Wastewater Reclamation Department serve as much as 80 percent of the County's population, Phases 3 to 5 will require a wider perspective, certainly countywide and maybe as wide as southern Arizona. This wider perspective will bring many more interests "to the table" than just the two City and County departments.
2. Phases 3 to 5 will be multi-year dialogues. For example, discussion and debate on protecting the Sonoran desert have gone on for decades and the Sonoran Desert Conservation Plan was a five-year effort. Similarly, the community debated a regional transportation sales tax for two decades and putting together a plan to take to the voters was HOW MANY months in development.
3. "Stakeholders" must be defined very broadly. For example, the ultimate stakeholders are the customers for water and wastewater services, the most important "investors" in these systems. Stakeholders will include water providers, but also those committed to sustaining our desert environment. Future residents also have a stake in decisions made now and will be represented by business interests, but so will the current residents and neighborhoods.

The remainder of this report summarizes a range of principles that will help to understand public processes for Phases 3 to 5. The Committee has already adopted many of these principles for Phase 1.

Public Input Received

The Study has generated a lot of interest from the public. To date ___ people have attended Committee meetings and ___ people have submitted letters and emails to the Committee to provide input on the study process and public involvement associated with it. The following is a summary of public input received at committee meetings, and via emails and letters:

Meeting Location, Times, Access

- Increase opportunities for attendance by stakeholders and the general public
- Make all Oversight Committee meetings open and accessible to public
- Increase opportunities for citizens and neighborhoods to participate including representatives from under served populations
- Schedule meetings during evenings and/or weekends
- Piggy-back on existing notification networks wherever possible such as the City of Tucson Neighborhood Resources
- Place public meeting notice display ads in newspaper
- Place public meeting notices in libraries
- Ensure meeting locations are ADA accessible and convenient for the general public
- Notify the media of upcoming public meetings
- Put email addresses on sign-in sheet

- Change meeting locations and lengthen the time of meetings as needed to allow for meaningful deliberation and outcomes

Distribution of Documents for Public Review

- Full disclosure of information at all stages
- Place documents at other public locations in the community such as Ward Offices, Public Libraries, Tucson Water Main Office, Regional Wastewater Reclamation Dept. Main Office
- Create a project website to house documents handed out at meetings, under review and/or being acted upon

Public Participation Methods

- Advisory / Steering Committees / Task Forces
- Stakeholder Committees
- Goal setting retreats / visioning / planning charettes
- Interviews
- Peer and professionally facilitated small group discussions
- Focus Groups
- Work Groups
- Educational sessions
- Surveys
- On-line questionnaires / comment forms
- Public hearings
- Public meetings
- Open Houses
- Neighborhood meetings
- Dedicated phone lines for receiving comments / questions
- Professionally facilitated meetings / policy dialogues
- Field trips / site tours
- Comment cards at public meetings
- Neighborhood contact teams (door to door)

Process Documentation

- Present information in a factual way such that it serves an educational purpose – not a public relations purpose. Cite references for all documents and statements of fact.
- Provide a clear understandable document which presents the range of scenarios the region might face, articulate holistic and humanitarian values related to water and solutions in and clearly and transparently evaluate high tech solutions in terms of their potential social, environmental and economic costs needs.
- Present information to the public in a variety of media
- Provide an on-line archive of all documents submitted to the Oversight Committee and a list of meeting attendees, especially all of the people who speak
- Provide electronic recording of meetings for download (off the internet)
- Provide individual blogs for the Oversight Committee members
- Variety of public information documents tiered to different audiences: brochures, newsletters, newspaper inserts, op ed pieces, fact sheets, videos, issue papers, frequently asked questions, PowerPoint presentations, analytical reports,

- summaries of public comments, public service announcements, bill inserts, earned media, consumer panels, kiosks, consistent messages in all materials
- Direct mail
- Track meeting participation / stakeholder involvement
- Issue tracking sheets

Response to Public Comments

- Report to community (newsletter on results and how public input was used in decision making)

Committee Composition, Scope, Roles

- Consider expanding the committee membership to reflect a broader cross section of the regional community such as other area water utility representatives (e.g. SAWUA), members of the public, technical experts
- Include members of the public and experts on sub-committees of the Oversight Committee
- Involve other representatives on the Oversight Committee from surrounding communities (e.g. Marana, Oro Valley, Sahuarita, Tribal nations).
- Broad representation on Oversight Committee critical to gaining community consensus
- SDCP Model: Everyone who requested to be on steering committee was accepted; Use of a paid facilitator; No Chair person; no subcommittees until the last six months
- Clearly define roles and responsibilities of each of the Oversight Committee members and define terms (e.g. regional / community)
- Clearly define goals of Phases I and II and who needs to be involved at various stages
- Provide a peer process for the outcomes of each phase of the Water Study which would include other municipalities
- Consider incorporating Phase V, articulation of shared values, in to Phase I

Lessons Learned from Other Public Participation Processes

The results of previous successful community processes were reviewed to identify best practices that may be considered for use as part of this study. A list of the public processes reviewed is attached to this report. Below is a summary of lessons learned from those processes.

- Having a highly inclusive public input opportunity at beginning and end of process sends message that the process is open.
- Keeping everyone informed and involved at the desired level is a critical and challenging task
- Ensuring that data, accurate information and expertise is brought to bear on the public discussions
- Determine what you want to learn from audience and what you want them to take away and target information and outreach process accordingly
- Generate enthusiasm among staff critical – public processes are timely and expensive - minimize impacts to core functions of the organizations impacted, train staff in both subject matter and public interaction
- Consider timing issues (avoid Holidays and extended hours)
- Use simple messages and graphics
- Providing regular feedback to participants promotes credibility
- Need to allocate sufficient time for dialogue on alternatives

- Strong commitment of a diverse group of participants to keep moving forward and reach common ground
 - Having deadlines helps keep the process moving efficiently forward
 - Better turn out at neighborhood meetings than at open houses
 - Staff and leadership must commit to support true public involvement – not just public information
 - Important to respond to public input received
 - Bringing in unaffiliated experts helps build credibility
 - A facilitator is helpful in assuring high functioning meetings, recording of and response to action items, and taking and distributing minutes, and incorporating participant issues in future agendas
 - Transparency on what is and is not possible and follow through on the possible is critical to building trust
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- At times, a neutral, third party facilitator can be helpful in (a) allowing all parties to speak (b) assuring high functioning meetings (c) recording of and response to action items, and (d) taking and distributing minutes, and incorporating participant issues in future agendas.
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- Developing a clear goal and schedule for each Phase of the study and the public process and having deadlines helps keep the process moving efficiently forward.
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- Marking the beginning and end of each phase with a highly inclusive public input opportunity to promote a climate of openness and inclusiveness is helpful.
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- In recognition of the critical importance of keeping everyone informed and involved at the desired level, consideration should be given to providing multiple ways in which to engage different types of individuals and stakeholder groups. Some initial options identified include:
 - √ A forum for water providers to meet and exchange information
 - √ Going to existing meetings of neighborhood, civic, and other community groups where people are already gathered increases participation among general public (better than open houses).
 - √ Partnering with business and environmental groups already formed to address water issues
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- It is important to ensure that data, accurate information and expertise are brought to bear on the public discussions. Bringing in unaffiliated experts helps build credibility.
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- It is important to allocate sufficient time for dialogue on alternatives; staff and leadership must commit to support true public involvement – not just public information
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- Use multiple methods for involving people e.g. use of bill inserts to inform people of opportunities to participate; objective surveys; on-going summaries of public comments
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- Transparency on what is and is not possible and follow through on the possible is critical to building trust. Important to respond to public input received

III. Conclusion

The Committee respectfully submits this first progress report on its activities and in compliance with directives from Mayor and Council and Board of Supervisors. The Board of Supervisors requested an update on Phase 1 activities in August 2008, providing the Committee with the opportunity for a second progress report. The Committee has recommended an October 2008 report on recommendations for appropriate Phase 2 public processes, affording us the opportunity to make a third progress report. This third progress report will then be followed by formal transmission of the Committee and staff Phase 1 Report.

If Mayor and Council and Board of Supervisors desire more frequent progress reports, the Committee will be happy to comply.

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Attachments

1. Oversight Committee Meeting Agendas
2. List of Public Participation Processes Reviewed
3. List of Interested Parties
4. Letter of Invitation to Participate to Jurisdictions and Utilities

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