CITY OF NEW ORLEANS
NEIGHBORHOOD PARTICIPATION PLAN

The Neighborhood Engagement Office
Mitchell J. Landrieu, Mayor

ABOUT THE
MAYOR'S NEIGHBORHOOD ENGAGEMENT OFFICE

The Mayor's Neighborhood Engagement Office is the City's permanent mechanism for public participation in government decision-making. The Office's focus is public participation, exploring ways to create opportunities for dialogue, information sharing, partnership, and action between city government and neighborhood residents and leaders.

Mayor Landrieu created the office in 2011 and appointed Lucas Diaz as its inaugural director. Under Lucas Diaz, the Mayor's Neighborhood Engagement Office developed the City of New Orleans Neighborhood Participation Plan (City NPP), articulated a strategic direction for the office, and implemented several new engagement initiatives from the Mayor's Office, such as the Neighborhood Leaders Roundtable and the Coffee on Your Corner program.

For more information about the Mayor's Neighborhood Engagement Office, please visit our website: nola.gov/neighborhood-engagement

LETTER FROM THE MAYOR

Dear City Managers, Neighbors, and Friends of New Orleans:

Before I stepped into office I heard our community's voice loud and clear. They wanted more access to their City government. They wanted more opportunities to engage meaningfully. They wanted a government that would not only listen, but work side by side with them.

You've all heard me say it before; we have a lot of work to do to turn our City into the City we all know it can become and that we deserve. But City government can't do this alone. The only true way forward for us is together. Together we can build a sound, successful and sustainable future.

I believe we have taken a significant step in making that happen by creating the first-ever City Neighborhood Participation Plan. This document captures the best ideas from our local leaders, from national practices and international research. Under the leadership of the Mayor's Neighborhood Engagement Office team, we have articulated within these pages a clear path towards meaningful public participation across all of City government.

There is no doubt in my mind that City government and leaders from the community can and should work together. Without a clear mechanism for making this happen, we continued to miss great opportunities. Moving forward in 2012 and after, we intend to change this. This document helps chart that course.

I invite you to read every page, which I am more than certain will inspire you to envision a more productive and meaningful relationship between City government and the general community. This roadmap to excellence in public participation is the first step towards that vision. Your ongoing implementation and practice of a more robust process is the ongoing work that will get us to a better tomorrow.

Sincerely,

Mitch

Mayor Mitchell J. Landrieu

"As a roadmap for improved and more meaningful public participation practices, the City of New Orleans Neighborhood Participation Plan provides a set of minimum standards that public administrators must adhere to as they develop their unit-specific NPP's. These standards reflect the work of researchers who have investigated the causes of distrust, apathy, and lack of meaningful engagement between communities and their governments. The document particularly draws on the work of the Charles F. Kettering Foundation of Dayton, Ohio."

MINDY FOGT, PROGRAM OFFICER
Charles F Kettering Foundation

"This document provides a clear path towards more meaningful participation between the local community and government. Everyone who participates in local government decision-making, regardless if as an advocate or as a public administrator, can use the City of New Orleans Neighborhood Participation Plan as a guide that will help improve how they come together to find solutions tomorrow."

LUCAS DIAZ, DIRECTOR
Mayor's Neighborhood Engagement Office, City of New Orleans

TABLE OF CONTENTS

EXECUTIVE SUMMARY

Before taking office in May 2010, then Mayor-Elect, Mitchell J. Landrieu, organized a host of community-led task forces focusing on several priority issues. This effort served as a precursor to Mayor Landrieu's commitment to meaningful engagement with the leaders and residents of Orleans Parish. Bringing to City Hall the same commitment to partnerships with a wide range of civic leadership that he demonstrated as Lt. Governor, Mayor Landrieu launched the Mayor's Neighborhood Engagement Office in 2011. The charge for the office was simple: foster and support meaningful engagement between City Hall and local residents and leaders. From this singular mission grew the need to create a guiding framework, or roadmap for success, that could help the City move the needle of public participation towards more meaningful, standards-based, proactive and trust-building practices and processes. This document provides that roadmap.

Within these pages, the City articulates Mayor Landrieu's clear vision for meaningful public participation through the creation of the City of New Orleans Neighborhood Participation Plan (City NPP). The City NPP is a public participation roadmap based on national and international best practices that establishes a set of Standards-of-Excellence values and implementation guidelines. Public administrators, as well as the general public, can use this document as a guide to improving their public participation efforts within public decision-making processes.

As such, the Mayor's Neighborhood Engagement Office will use this roadmap as its operational tool to assist City agencies to implement and/or improve effective public participation practices. In addition, the document enables City public administrators and the general community to identify opportunities for identifying and supporting community-based structures that enhance public participation. Furthermore, the City NPP enables the City to:

1. Establish standards of excellence in public participation throughout City governance processes;

2. Institutionalize a culture of improved public participation practices that serve both City government and community needs and concerns; and

3. Build trust and meaningful partnerships between community stakeholders and City government.

WHAT'S INSIDE

This document is a comprehensive public participation roadmap for both public administrators and community members, with the goal of **setting the tone** for excellence in public participation practices. With everyone's participation, the City can move the needle of participation practices from distrust and ineffectiveness to trust and effectiveness.
 While no singular structure for public participation is proposed in these pages, the document does:

- provide a City definition of effective public participation;
- reflect nationally recognized core values in public participation;
- highlights minimum standards of excellence in participation practices; and
- provides tools for implementing effective participation strategies.

CONCLUSION

Under Mayor Mitchell J. Landrieu's leadership, the City of New Orleans has recognized that as it moves into the 21st Century, the old models of governance do not adequately meet modern needs. Limited resources, long-standing socioeconomic disparities, and other deeply rooted issues require creative solutions that local government can neither identify nor implement alone. As Mayor Landrieu repeatedly points out, the City's pressing issues belong to everyone who lives in the City, and as such it is vital that a spirit of meaningful participation enables everyone to work together towards finding solutions. This document provides a critical tool towards creating such a spirit; one in which local government decision-makers, community stakeholders and neighborhoods work collaboratively to arrive at the best solutions possible to difficult questions. This document espouses that **there is wisdom in government and wisdom in neighborhoods,** and it is this combined wisdom that will enable New Orleans to succeed in the 21st Century.

WHAT'S INSIDE

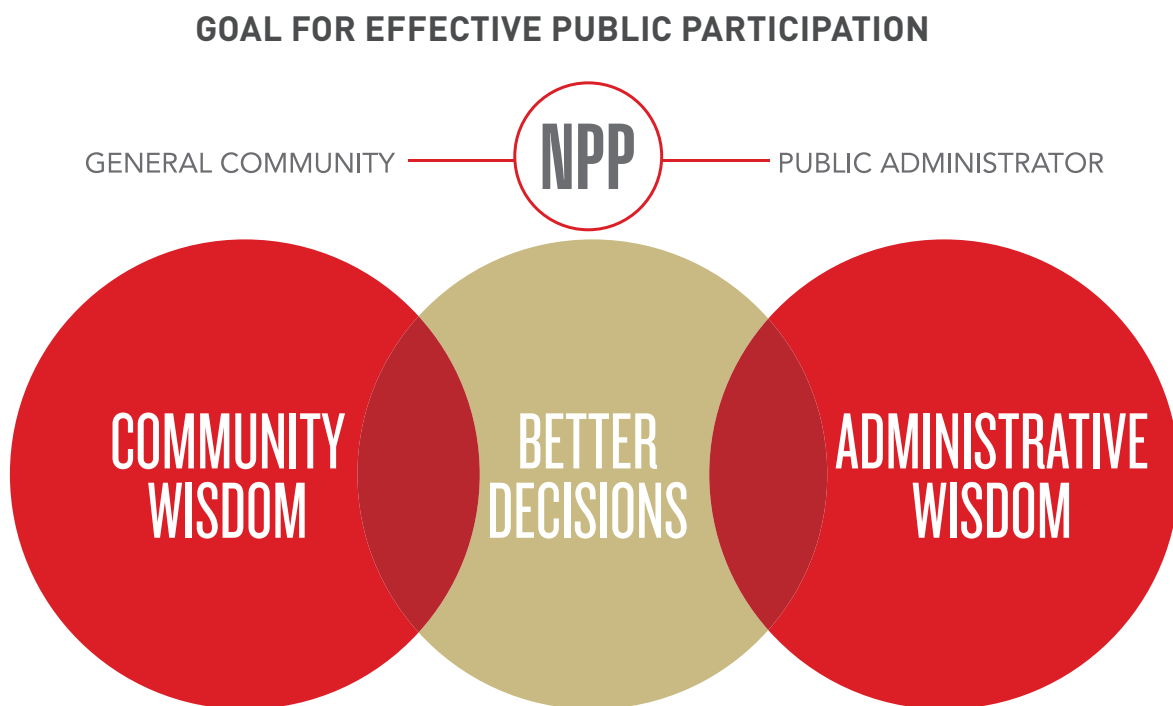**Moving Towards Greater Public Participation**

This document is a comprehensive public participation roadmap for both public administrators and community members, with the goal of setting the tone for excellence in public participation practices.

MOVING TOWARDS GREATER PUBLIC PARTICIPATION

Imagine a government decision-making scenario in New Orleans in which community stakeholders deliberate meaningfully with a public administrator, exploring creative solutions together and mutually agreeing on a decision that is supported through consensus. Imagine, as well, that it becomes common practice for public administrators to actively seek and consider meaningfully the input of community stakeholders long before they make their decisions. Such a reality is not only possible; it is beginning to already take shape.

Across the United States, participation practices have been steadily shifting local governance towards a more open and participatory process. Typically, these processes engage community stakeholders in a timely fashion by engaging early, often and meaningfully until a final decision is made that is supported by majority consensus. Decisions, in these instances, reflect the collective wisdom of residents and public administrators.

Mayor Landrieu continues to take critical steps in shifting the way the City operates. This shift is cultural as well as philosophical, and it is rooted in the belief that better government decisions are possible with more meaningful community input. This belief underpins Mayor Landrieu's vision for increased partnership between community and local government, and is the driving force behind the City NPP. In the future, with improved participatory governance structures based on the City NPP in place, real-world public decisions can reflect both the community and administrative officials' wisdom, as pictured in the diagram below.

GOAL FOR EFFECTIVE PUBLIC PARTICIPATION

GENERAL COMMUNITY — NPP — PUBLIC ADMINISTRATOR

COMMUNITY WISDOM   BETTER DECISIONS   ADMINISTRATIVE WISDOM

For the purposes of simplification, the diagram above represents the ideal future towards which we want to strive. Often there are competing interests from the community's perspective that make it difficult for public administrators to determine how to respond. This diagram assumes a shift in community alignment among competing stakeholders in such a way that they work together to work with City government.

Titled the **City of New Orleans Neighborhood Participation Plan (City NPP),** this roadmap helps pave the way for realizing Mayor Landrieu's vision of meaningful partnership between local government and the community. Utilizing a standards-of-excellence approach, the City NPP is designed to help City decision-makers shift towards more inclusive and participatory governance practices.

As such, the City NPP will help the City set the tone for how the City of New Orleans involves community members in its decision-making. With support from the Mayor's Neighborhood Engagement Office, City government units will use this roadmap to develop effective public participation practices. The Mayor's Neighborhood Engagement Office will use the City NPP to accomplish the following:

- Set a vision for excellence in public participation practices;

- Provide uniform standards-of-excellence in public participation practices;

- Clearly define City's definition of effective public participation;

- Clearly define roles and responsibilities for government and community in a public participation process; and

- Provide tools (and usage guidelines) for public and private practitioners of public participation activities.

ADDITIONALLY, CITY GOVERNMENT WILL BE ABLE TO:

- Institutionalize public participation standards-of-excellence throughout City government;

- Institutionalize a culture of effective public participation practices that serve both City government and community needs and concerns; and

- Build trust and meaningful partnerships between community stakeholders and City government by;

- Improving how government works with community;

- Improving efficiency and effectiveness in government decision-making; and

- Increasing opportunities for aligned collaboration with community stakeholders.

DOCUMENT SECTIONS

This document is divided into **TWO COMPONENTS** in eleven sections. The FIRST COMPONENT is the Working Framework component, which contains the critical sections (1, 2, 3, 4, 5, & 6) that establish the City NPP. The SECOND COMPONENT is the Resources component, which contains informational sections (7, 8, 9, 10, & 11) that public administrators or the general public may find helpful.

WORKING FRAMEWORK

SECTION 1. DEFINITIONS—clearly defines the City's interpretation of effective public participation practices and other relevant terms

SECTION 2. BACKGROUND & PURPOSE— identifies the rationale and usage of the roadmap

SECTION 3. CORE VALUES— outlines seven nationally recognized core principles for public participation

SECTION 4. MINIMUM STANDARDS— outlines six democratic practices that are recommended as minimum standards for creating effective public practices in the City

SECTION 5. IMPLEMENTATION STRATEGY— provides recommendations for implementation over next 12- 24 months

SECTION 6. PARTICIPATION MATRIX— tabular compilation of participation options that will serve as a resource tool for department managers as they think about the right participation strategy for their respective needs

RESOURCES

SECTION 7. COMMUNITY PERSPECTIVES— snapshot of community concerns and ideas learned from exercises in which community leaders participated during three community meetings held to help develop this framework

SECTION 8. WORKING WITH NEIGHBORHOOD ENGAGEMENT— provides guidelines for how a government department or community stakeholders can partner with the Mayor's Neighborhood Engagement Office to help improve public participation practices

SECTION 9. FAQS— provides answers to the most frequently asked questions about this work and about the Mayor's Neighborhood Engagement Office

SECTION 10. ANNUAL EVALUATIONS— provides recommendations on how departments can work with the Mayor's Neighborhood Engagement Office to evaluate the effectiveness of their participation processes/activities

SECTION 11. RESEARCH SOURCES— provides literature citation for additional reading and learning

WORKING FRAMEWORK

This component of the City NPP contains Sections 1-6, the critical sections that define terminology, establish core values and minimum standards, and provide implementation tools for public administrators. The intent of these sections is to provide public administrators with an operational framework and tools (handbook) for improving their public participation practices. While the intent is for public administrators to use this information, it does not mean that community stakeholders shouldn't find value in these sections. We fully encourage community stakeholders to read through sections 1-6 and develop an understanding of core values, the minimum standards, and the recommended practices and tools offered in these pages. The better informed both public administrators and community stakeholders are about the guiding framework provided in these pages, the more productive both will be in contributing to the creation of meaningful and effective public participation activities.

SECTION 1: DEFINITIONS

The definitions in this section reflect the City's understanding of key terms used in public participation practices. For effective practices, public administrators and community stakeholders are asked to adhere to the definitions below when creating and/or participating in public participation opportunities.

CITY NPP

The City of New Orleans Neighborhood Participation Plan (City NPP) is a document that provides a citywide roadmap for instituting clear, meaningful and effective public participation processes and/or policies. This involves building participation capacities throughout City government, including within legally existing satellite public bodies, and community stakeholders at the neighborhood level. As a guiding document, the City NPP provides a foundational framework for New Orleans government and its neighborhoods and community members to work productively together under clear processes and guidelines that enable each to participate meaningfully in reaching better-informed, community-supported government decisions. As such, the City NPP does not provide a singular structure for the City to adopt, but it does provide a foundation on which future government and/or community-based structures can be built.

NEIGHBORHOOD ENGAGEMENT OFFICE

The Mayor's Neighborhood Engagement Office is the City of New Orleans government's permanent mechanism to create spaces for dialogue, information sharing, capacity growth, partnership and action with neighborhood residents, leaders & organizations. Its function is to promote improved public participation and information between City government and the community stakeholders, fostering greater neighborhood partnership, action and communication with City departments and agencies and the City Council to promote positive outcomes that improve a neighborhood's quality of life. As such, the Mayor's Neighborhood Engagement Office assists both the general community at the neighborhood level and public administrators in coming together to build collaborative relationships. It is the responsibility of the Mayor's Neighborhood Engagement Office to coordinate, assist in implementing, evaluate and train practitioners in effective public participation.

GENERAL COMMUNITY

The general community refers to any individual member, or groups of people, or neighborhoods, or organizations, both business and civic, who live and/or work in the City of New Orleans.

STAKEHOLDER

A stakeholder is defined as any member of the community, whether an individual or an organized group, who has interest in or is affected by a public decision that affects the lives of the general community. Examples of stakeholders include, but are not limited to; government decision-makers, community members, business owners, home owners, renters, community-based organizations, neighborhood groups, associations, special-interest groups, merchant groups, schools, churches, and more.

RELEVANT STAKEHOLDER

A relevant stakeholder is defined as those stakeholders who are most directly affected by a public decision. These stakeholders can be, as defined above, individuals or groups. Relevant stakeholders are not any pre-defined set of individuals and/or groups. Relevant stakeholders can sometimes play an intermediary role—that is they can share information between government and the general community when it is impractical to deliberate effectively with large numbers of people.

PUBLIC PARTICIPATION

The phrase "public participation" means different things to different groups. In order to create a governance culture that benefits both public administrators and the general community, **it is essential for both sides to share a common definition.**

First, it is important to distinguish "public participation" as it currently exists in local governance from what it will mean moving forward. Current public participation practices, with rare exception, simply defer to legal mandates, such as open meeting and public records laws.

Though these mandates are critical, *effective public participation requires the application of considerably more intentional practices.* Implementing more intentional practices requires that when the City speaks about public participation, it is implying key inherent assumptions. The following are the **key inherent assumptions that will inform the City's future understanding of effective public participation.**

KEY ASSUMPTIONS
(derived from the Core Values for Public Participation, described below)

1. The public administrator has valuable technical knowledge that is used to guide the decision-making process

2. The general public has valuable community (and sometimes technical) knowledge that can assist public administrators in the decision-making process

3. The public administrator has the responsibility of carrying out the legal and fiduciary requirements that affect decision-making

4. The public administrator has the responsibility to inform the general public in a timely fashion of the relevant legal and fiduciary issues and/or factors, as well as any other issue or general factors that affect decision-making

5. The public administrator has the responsibility to actively secure input early and often throughout the decision-making process from stakeholders who will be affected by the decision and consider how this input affects the decision-making process

6. The general public has the responsibility to understand the limits, restrictions and opportunities in any public decision

7. Both the public administrator and the general public have the responsibility to understand the local, state and even national context that affects and/or influences local government decisions

8. The public administrator will provide the general public information about the relevant laws, codes, policies that affect any decision

9. The general public and the public administrator have the responsibility to engage constructively and respectfully in the public participation process

10. The general public and the public administrator have the responsibility to share information with and gather input from as broad and inclusive a community body as possible

11. The public administrator and the relevant stakeholders will ensure that voices, whether individual or group-based, are vetted responsibly and that concerns of the most directly affected groups are appropriately considered and weighed.

In addition, it is also critical to understand two terms that are part of the City's understanding of public participation: *deliberative* and *mutual responsibility*.

a.) *Deliberative* refers to a process of decision-making that involves consideration and/or discussion of competing and/or divergent ideas. To deliberate means to weigh options, have robust discussions about alternatives, priorities, choices prior to making a decision, with the intent to arrive at the best decision possible for all.

b.) *Mutual Responsibility* refers to the responsibilities inherent in the two parties that engage in public participation; the public administrator(s) and the general community. **Each party has a distinct role to carry out and each shares the responsibility to interact respectfully, productively and constructivel**y in order to make public participation effective. In the same vein, each party must be allowed to carry out its role to the best result possible. The role of the public administrator is to make public decisions that meet government and community priorities while ensuring legal and fiduciary compliance, such as including the general community in the decision-making process. The role of the general community is to participate in the decision-making process productively and constructively in order to help achieve the best possible outcome.

The City of New Orleans, therefore, defines **Effective Public Participation** as a deliberative decision-making process that involves stakeholders from both local government and the general community, both of whom share a mutual responsibility to ensure that the final decision responds to the needs and concerns explored in the deliberative process.

As such, ***effective public participation practices*** create meaningful public participation experiences for both the public administrator and the relevant stakeholders from the neighborhoods and/or the general community, creating greater synergy between local government and the community it serves. Effective public participation practices adhere to seven core values for public participation, which are described further below.

SECTION 2: BACKGROUND & PURPOSE

BACKGROUND

Before taking office in May 2010, then Mayor-Elect, Mitchell J. Landrieu, organized a host of community-led task forces focusing on several priority issues. This effort served as a precursor to Mayor Landrieu's commitment to meaningful engagement with the leaders and residents of Orleans Parish. Bringing to City Hall the same commitment to partnerships with a wide range of civic leadership that he demonstrated as Lt. Governor, Mayor Landrieu launched the Mayor's Neighborhood Engagement Office in 2011. The charge for the office was simple: foster and support meaningful engagement between City Hall and local residents and leaders.

In October 2010, Councilmember Jacquelyn Clarkson authored Resolution #R-10-439 in response to the City of New Orleans Master Plan, as well as the Home Rule Charter (Section 5-411) mandate to *"establish by ordinance a system for organized and effective neighborhood participation in land-use decisions and other issues that affect quality of life."* This resolution was approved in October 2010, and tasked the City Planning Commission to research best practices and draft models from the community (which include the creation of community-based structures for improved information sharing and input gathering processes) to inform a final recommendation to City Council on a neighborhood participation plan for land use decisions.

Mayor Landrieu, recognizing the role the Mayor's Neighborhood Engagement Office could play in helping the City better understand and implement effective public participation practices, asked the City Planning Commission and Council Members to consider a revisit of the neighborhood participation plan development effort. All agreed to explore the creation of a document that could serve as a guiding framework not only for the Charter

mandated participation plan for land use issues, but also for other government units, as well.

From this development, the Mayor's Neighborhood Engagement Office moved forward with a committed charge to develop, coordinate and facilitate effective public participation practices across all government units. As such, the Mayor's Neighborhood Engagement Office was tasked with creating the City NPP, as well as coordinating the creation of department-specific neighborhood (or public) participation plans (NPPs) over the next 12-24 months. Beginning with assisting the City Planning Commission to fulfill the Charter mandate and Councilmember Clarkson's resolution, the Mayor's Neighborhood Engagement Office moved forward with other government units, such as the New Orleans Recreation Development Commission, the Office of Community Development, Capital Projects, the Department of Public Works, and others.

PURPOSE

The City of New Orleans Neighborhood Participation Plan (City NPP) is a comprehensive framework that may be utilized at the governmental decision-making unit level by all City governmental units making decisions that affect any aspect of community life. Each City governmental unit will apply the City NPP to create effective public participation practices within its respective decision-making processes.

The goal of this document will be to create a roadmap that can foster a cultural shift in how City Hall engages the community by ensuring that information sharing and public input opportunities are offered in a timely fashion, offered early, and offered often—well before a final decision is made.

The City NPP's long-term implementation goal (5-10 years) is to ensure that all City government

units adopt, adhere to, continuously maintain, and improve practices, processes and policies that are aligned with the City NPP and meet the established standards for providing meaningful and effective public participation opportunities. As such, the City NPP will provide a significant foundation for improving internal government processes and/or policies with respect to community information flow and participation in government problem-solving.

In order to achieve the desired vision articulated in this document, both City government and general public must fully understand the respective roles and responsibilities of either side. To accomplish this, the Mayor's Neighborhood Engagement Office will serve both groups through ongoing technical assistance, supporting capacity building efforts at the community and government level, and exploring opportunities to provide structural enhancements, where needed, that create improved participation in and/or facilitation of both the information sharing and decision-making process. For example, the development of this document yielded considerable concern among community members on the topic of community representation. This document does not provide a structural recommendation on this topic, but it does create the foundation for that discussion to bear fruit. Indeed, effective public participation can be enhanced with an improved "external" structure that provides improved accountability and representation at the neighborhood level. Such an idea is worth exploring, and it is the hope that this document enables those discussions to move forward in a more comprehensive, strategically aligned fashion.

SECTION 3: CORE VALUES

The **Core Values** is a set of principles that this document supports as vital to establishing successful neighborhood participation plans, or NPPs. If you are a public administrator looking to improve, enhance or implement for the first time an NPP for your agency, it will be critical that what you design adheres to the **Core Values** articulated here.

Adopting the principles for public engagement created by a collaborative project led by the National Coalition for Dialogue & Deliberation (NCDD), the International Association for Public Participation (IAP2), the Co-Intelligence Institute, and other leaders in public engagement, the City of New Orleans Neighborhood Participation Plan will adhere to the following underlying **Core Values.**

1. **CAREFUL PLANNING AND PREPARATION**
    Through adequate and inclusive planning, ensure that the design, organization, and convening of the process serve both a clearly defined purpose and the needs of the participants.

2. **INCLUSION AND DEMOGRAPHIC DIVERSITY**
    Equitably incorporate diverse people, voices, ideas, and information to lay the groundwork for quality outcomes and democratic legitimacy.

3. **COLLABORATION AND SHARED PURPOSE**
    Support and encourage participants, government and community institutions, and others to work together to advance the common good.

4. **OPENNESS AND LEARNING**
    Help all involved listen to each other, explore new ideas unconstrained by predetermined outcomes, learn and apply information in ways that generate new options, and rigorously evaluate public engagement activities for effectiveness.

5. **TRANSPARENCY AND TRUST**
    Be clear and open about the process, and provide a public record of the organizers, sponsors, outcomes, and range of views and ideas expressed, including governmental administrative and legislative decisions.

6. **IMPACT AND ACTION**
    Ensure each participatory effort has real potential to make a difference, and that participants are aware of that potential.

7. **SUSTAINED ENGAGEMENT AND PARTICIPATORY CULTURE**
    Promote a culture of participation with programs and institutions that support ongoing quality public engagement.

These core values are explained in further detail in the *Core Principles for Public Engagement* document created by the International Association for Public Participation.

Similar to the **Core Values**, the City NPP provides a set of minimum standards that public administrators must adhere to in order to develop effective, unit-specific NPPs. These standards reflect a set of democratic practices explored by national researches who investigate the issues that create distrust, apathy, and lack of meaningful engagement between communities and their governments.If you are a public administrator looking to improve your agency's participation practices, you must ensure that you apply these minimum standards to your plan and/or process.

Each NPP implemented by a City of New Orleans governmental unit will ensure that the unit's public participation practices meet the following minimum standards:

1. Ensure input from communities prior to identifying a problem or responding to a perceived problem.
   - Naming problems that reflect the things people consider valuable and hold dear and not just what expert information alone provides goes a long way towards creating a culture of sustainable engagement and better-informed decision-making.

2. Frame issues for decision-making in such a way that allows for the inclusive deliberation of practical, viable options that are communicated to all involved in the process.
   - Decision-making by public administrators should be framed in such a way that the process not only takes into account what people value but also lays out all the major options for acting fairly, ensuring full recognition and communication of the advantages and disadvantages of each option.
   - All governmental (administrative, agency, etc.) decisions should site any applicable policies, charter rules, etc to validate decisions

3. Create a deliberative decision-making process.
   - Allow for the decision-making process to deliberatively move from early input by various stakeholders with diverse opinions and first impressions to a more shared and reflective judgment.

4. Provide space for exploring creative ideas that neighborhoods may have to offer and which may bring other assets to bear on the decision-making process and outcome.
   - Provide opportunities for creative solutions, identifying and committing to work with civic resources and assets that may go unrecognized and unused.

5. Ensure that the decision-making process explores opportunities to expand and create sustainable partnerships with community stakeholders.
   - Organize actions so they complement one another, which makes the whole of people's efforts more than the sum of the parts.

6. Ensure a feedback loop is present in the plan and that this process informs both the public administrator and neighborhoods stakeholders.
   - Create the opportunity to learn together along the decision-making process to keep up public participation and momentum.

SECTION 5: IMPLEMENTATION STRATEGY

The Mayor's Neighborhood Engagement Office will annually evaluate and update the City NPP and use this document as a tool to assist with the development, implementation and monitoring of City agencies and departments' implementation of NPPs. The office will work with community members, neighborhoods, issue leaders, relevant stakeholders, key administrative directors and other stakeholders to ensure that ongoing implementation and application of NPPs across City government adhere to the minimum standards articulated in this document. As such, the Mayor's Neighborhood Engagement Office will ensure that ongoing collaboration among administrative, legislative and community groups reinforces the City NPP guidelines and standards. As a process-oriented office, the Mayor's Neighborhood Engagement Office will work to improve NPPs at both the public administrator decision-making level and the neighborhood experience level.

As one community leader states:

"*All neighborhood groups or other stakeholders do not have equal access to information, as well as ability to digest and assess such information (needed to make "informed decisions" based on clarity and understanding). In addition all stakeholders do not process information in the same way, which must be taken into consideration in terms of how information is given, where it is given and by whom, or by what approach.*"

Two City agencies, the City Planning Commission and NORDC will serve as **key learning** opportunities for the implementation of NPPs across City government through 2012 and 2013, as the City will focus heavily on these two agencies improving their participation practices.

Additionally, the City NPP implementation strategy will follow multiple trajectories in its initial stages through 2013. The Mayor's Neighborhood Engagement Office will explore opportunities to implement enhanced public participation practices where feasible and opportune. Where possible, the Mayor's Neighborhood Engagement Office will develop new or enhanced information sharing and input gathering mechanisms on an as-needed basis while simultaneously assisting targeted governmental units with the development and implementation of NPPs. As such, the Mayor's Neighborhood Engagement Office will seek to advance enhanced information sharing opportunities on topics that correspond to high community need and that may not be served by an existing governmental unit NPP.

The approach for developing NPPs at the governmental unit will incorporate the following considerations:

- Ensure internal process connect to, inform and is informed by community input/concerns/other considerations.

- Ensure each agency receives public input from community about how it would like information dissemination to stakeholders to align with the City NPP core values and minimum standards.

- Consider any potential policy changes at the administrative or legislative level that NPP implementation efforts suggest by each department.

- Identify and address operating and human capacity considerations for each department unit NPP.

- Ensure that cross-departmental participation is well coordinated when creating NPPs, for example, the CPC NPP will include cross-departmental participation from safety & permits and other government units.

2012-13

The current plan for developing Neighborhood Participation Plans at the governmental unit level for 2012-13 is as follows:

1. **CITY PLANNING COMMISSION**—by law, the City of New Orleans is required to create a neighborhood participation process for land use decisions and other quality of life issues that will live in the City Planning Commission (CPC).

2. **NORD COMMISSION**—commissioners charged the Mayor's Neighborhood Engagement Office with the development of an NPP for the NORD Commission. The Mayor's Neighborhood Engagement Office will provide an initial set of recommendations for NORDC to adopt and help NORDC implement the new process.

3. **CAPITAL PROJECTS**—the Mayor's Neighborhood Engagement Office has already initiated an informal NPP that it will develop into a formal policy that the Capital Projects department will adopt.

4. **OFFICE OF COMMUNITY DEVELOPMENT**—by federal requirement of the U.S. Housing and Urban Development Department, the Office of Community Development (OCD) must institute a robust public participation plan, which must be executed in both the 5-year Consolidated Plan and the Annual Plan. The Mayor's Neighborhood Engagement Office assisted the Director of Housing Policy and Community Development in creating an NPP for that unit.

5. **DEPARTMENT OF PUBLIC WORKS**—the Mayor's Neighborhood Engagement Office will work with the Department of Public Works (DPW) to develop their departmental NPP.

6. **NEW ORLEANS POLICE DEPARTMENT**—under the federal consent decree that the Department of Justice is creating, NOPD will implement the Police Community Advisory Board(s). This new structure will serve as the key participatory space for communities to engage NOPD on key decision-making opportunities. The Mayor's Neighborhood Engagement Office will assist in the implementation and facilitation of this process.

7. **SAFETY & PERMITS**—the Mayor's Neighborhood Engagement Office will work to ensure that elements of this department's services are included in the CPC NPP development process, particularly with respect to administrative decisions. Additionally, the Mayor's Neighborhood Engagement Office will work with the department to evaluate critical opportunities for enhanced public participation opportunities beyond the activities that will pertain to CPC activities.

8. **INFORMATION TECHNOLOGY AND INNOVATION DEPARTMENT**—the Mayor's Neighborhood Engagement Office will collaborate with the Information Technology and Innovation (ITI) department to explore key opportunities for technology-based information sharing and gathering opportunities that are relevant to the general community.

9. **CODE ENFORCEMENT**—the Mayor's Neighborhood Engagement Office will assist Code Enforcement in the creation of an NPP.

10. **OTHER GOVERNMENTAL UNITS AND SATELLITE PUBLIC BODIES**—The Mayor's Neighborhood Engagement Office will engage community and government stakeholders in evaluating the next set of appropriate government units to assist in the creation and implementation of NPPs throughout 2013 and beyond.

SECTION 6: PUBLIC PARTICIPATION TOOLS MATRIX

The participation tools matrix is simply a reference tool that can be used by public administrators in order to determine the right participation activities for their respective agencies. The general public can use this tool to understand the benefits and intent of different types of participation activities.

The tool is directly derived from the International Association for Public Participation, which is downloadable in adobe acrobat format from their website: www.iap2.org. The matrix outlines the variety of participation methods available. The City's version of the matrix is not intended to be fully exhaustive of all available techniques and methodologies, as there is always opportunity for new ideas and creative solutions that can be offered. However, the matrix is intended to provide as comprehensive a set of options as possible to any group or public/private body interested in engaging the general public.

The participation activities listed in the matrix can be utilized to encourage, support and provide meaningful public participation opportunities. Public administrators can use the matrix to determine the right need according any legal requirements, capacity challenges, community concerns/ideas, and/or departmental needs/priorities.

HOW TO USE THE TOOLS MATRIX

Successful public participation practices utilize a balanced mix of techniques and methods. The Tools Matrix is divided into six broad participation techniques, which are:

passive information sharing;
active information sharing;
small group input technique;
large group input technique;
small group problem-solving; and
large group problem-solving.

Each of the six participation techniques provides a variety of participation methods that reflect standard public participation practices used in democratic societies around the world.

The strategy for developing an effective participation process must consider how and when to use each tool throughout the decision-making process, and how each method or technique used meet both the core values and the minimum standards of excellence adopted in this document. In addition, in order to create an effective public participation process for any given unit/ department/ entity, the practitioner must ensure that the participation strategy reflects a mix of at least three of the six broad participation techniques offered by the tools matrix. Finally, practitioners should consider how the participation strategy supports community input flowing into the decision-making process and how the result of this action is shared with the public.

PUBLIC PARTICIPATION TOOLS MATRIX

TOOLS & TECHNIQUES	CONSIDERATIONS	CHALLENGES	BENEFITS
PRINTED MATERIALS (a passive info sharing technique)	KISS (Keep it Short and Simple) Make interesting Postage	Mailing list limits Limited space for communicating complex ideas No guarantee of delivery Cost	Can reach large audience Can encourage written response if postage and form enclosed Documents public involvement effort
ADVERTISEMENTS (a passive info sharing technique)	When? Where? Which section?	Cost Limited information space	Can reach broad public Satisfies legal requirement
PRESS RELEASES (a passive info sharing technique)	How does it get to the broad public?	Low media response rate Limited public reach	Informs media of activities Provides room for telling story
INFO REPOSITORIES (a passive info sharing technique)	Use high volume traffic areas libraries, schools, etc Staffing, delivery capacity know what and where	May be difficult to track with limited capacity Despite high traffic volume general public may not use	Information made accessible closer to where people are, live or work With strong use, may encourage greater awareness
"FACT SHEET" INSERTS (a passive info sharing technique)	Place in variety of mainstream papers, magazines, as well local community papers Layout needs to grab attention Know about competing inserts	Capacity issues make it difficult to create Can have cost issues	Can be inserted in a diverse mix of community printings for broader distribution Can be formatted to encourage feedback and/or input through call-in or web-base means
INFORMATION HOTLINE (an active info phone has sharing technique)	Ensure person answering phone has sufficient knowledge Best if contact person is local	Providing capable people who can answer questions Cost	People get answers to questions Promote information consistency Conveys "accessibility"
SIMULATION GAMES (an active sharing technique)	Always test first	Requires substantial preparation Cost	Can be effective educational tool for both community and public administrator
OPEN HOUSES (an active info remember sharing technique)	Format needs to be made clear remember comment cards prepare for a large crowd provide several "stations"	Difficult to document public input Gives chance to disrupt event Staff intensive May appear one-sided if no follow-up on concerns provided	Fosters one-on-one input Enables team support for dealing with difficult questions Meets many community info needs of most people
BRIEFINGS (an active info how often for sharing technique)	Where to provide brief How often for given topic?	Stakeholders may not be in target audience Typically too technical for broader community	Provides good presentation opportunity Provides opportunity to expand audience
EXPERT PANELS (an active info sharing technique)	Allow opportunity to engage public after panel Neutral moderator Ground rules Encourage community sponsor	Preparation eats capacity Could spark negative public reaction if contentious issue not addressed	Encourages education Presents opportunity for balanced discussion Provides opportunity to dispel misinformation

PUBLIC PARTICIPATION TOOLS MATRIX

TOOLS & TECHNIQUES	CONSIDERATIONS	CHALLENGES	BENEFITS
INTERVIEWS (a small group public input technique)	Best to conduct in-person Useful for citizen committee appointments Useful for soliciting how to best engage	Multiple interviews can be time consuming If mishandled, can diminish trust can potentially set up feeling of exclusion	Creates opportunity to generate deeper understanding of community concerns Provides opportunity to learn how to best communicate with greater public Potential to provide new committee volunteers
IN-PERSON SURVEYS (a small group public input technique)	Clarify intended use of results Target audience	Cost PR connotation	Provides traceable data Potential to reach diverse, broad public
STAKEHOLDER MEETINGS (a small group public input technique)	Identify key stakeholders clarify opportunities restrictions, roles and responsibilities	Can be too selective if mishandled, can diminish trust Can potentially set up feeling of exclusion	Provides opportunity for early input Provides opportunity for in-depth discussion Provides opportunity for community partnership
PRINT OR ELECTRONIC QUESTIONNAIRES (a large group public input technique)	Statistically valid issues Postage Digital divide Suitable for attitudinal	Only as good as mailing and/or email list Digital divide Input is limited	Opportunity to expand input for those who may not attend meetings Opportunity to receive broader cross-section of input from community
COMMUNITY MEETINGS-TOWN HALLS, HEARINGS (a large group public input technique)	Pre-event preparation stand-alone or on a continuum?	Does not foster dialogue creates us vs. them feeling Limited public input per person	Opportunity for public to speak without rebuttal Meets legal requirements Puts comments on record
DESIGN CHARRETTES (a small group problem-solving technique)	Clarify how results will be used	Participants may not be seen as representative if stand-alone, creates feeling of false hope	Promotes joint problem-solving and creative thinking Creates partnerships and positive working relationships
ADVISORY GROUPS/TASK FORCES (a small group use problem-solving technique)	Clarify roles and responsibilities Use consistent, credible process Align leadership skills with issue needs	General public may not embrace selected members Resource intensive May not come to consensus	Participants gain deeper understanding of different perspectives Opportunity to offer credible decision with community input Provides constructive opportunity for compromise
ROLE-PLAYING (a small group problem-solving technique)	Choose roles and responsibilities carefully Test before using	People may not actually achieve goal of seeing other's perspective Poor planning can result in increased frustration and diminished trust	Excellent opportunity for enabling general public to have deeper understanding of specified role Can generate trust if executed will Enables public administrator to gain better understanding of community

PUBLIC PARTICIPATION TOOLS MATRIX

TOOLS & TECHNIQUES	CONSIDERATIONS	CHALLENGES	BENEFITS
WORKSHOPS (a large group problem-solving technique)	Clarify roles and responsibilities Use consistent, credible process Pre-plan for large group	Difficult to manage large group expectations Resource intensive May create feeling of false hope if no connection to action is evidenced	Excellent opportunity for discussion across diverse broad section of community Opportunity to offer credible decision with community input Builds credibility Maximizes feedback
E-GOVERNANCE web-based dialogue, televoting (a large group problem-solving technique)	Ensure shared info and how input is to be used is clear and consistent with non electronic practices	Not accessible to everyone Information is vulnerable to manipulation Open electronic dialogue may invite incivility	Opportunity for broad-based interactive communication Allows for greater openness Convenient for people with digital technology access
VISIONING CONFERENCE (a large group problem-solving technique)	Make sure to hire a professional facilitator	Costly Logistically challenging Difficult to gain complete Commitment from all stakeholders	Participants gain deeper understanding of different perspectives Opportunity to offer credible decision with community input Provides opportunity for expert input Provides opportunity for compromise
DELIBERATIVE POLLING (a large group problem-solving technique)	Ensure clarity of how results will be used Make sure to hire a professional	Costly Resource intensive	Can inform public administrators of what public thinks Can have broad-based exposure to all manner of community people

GUIDE TO USING THE PUBLIC PARTICIPATION TOOL MATRIX

- Ensure your participation strategy reflects a mix of at least three of the six broad participation techniques, which are:

1. passive information sharing   4. large group input technique   5. small group problem-solving
2. active information sharing   3. small group input technique   6. large group problem-solving

- Consider how the overall mix selected contributes to the seven core principles for engagement
- Consider how your participation strategy supports community input flowing into the decision-making process and how the result of this action is shared with the public

RESOURCES

This component highlights various resources that can assist both public administrators and community stakeholders in better implementing and working with Neighborhood Participation Plans. Sections 7-11 provide highlights of community input on the City NPP development process, how to work with the Mayor's Neighborhood Engagement Office, and additional research sources.

SECTION 7: COMMUNITY PERSPECTIVES

This section provides highlights of ideas, recommendations, suggestions provided to the Mayor's Neighborhood Engagement Office during the three public meetings it held between September and November 2011.

Community Input on Elements of Effective Participation-Learning Exercises

Community leaders participated in several exercises designed to help them gain a deeper understanding of effective public participation terminology, practices and considerations. The exercises that follow highlight ideas/suggestions/recommendations about how the community partners/voices/leaders hope to be engaged.

In the first public working group meeting held on September 29, 2011, the Mayor's Neighborhood Engagement Office asked community members to consider the following set of questions.

- What, from the community perspective, makes a public participation activity effective?
- What, from government perspective, makes a public participation activity effective?
- Are there different expectations from the government side and the community side? If so, what are they?

Four working groups deliberated these questions and were asked to provide responses using the following parameter:

- Take the answers to the questions above and reconcile them so that effective participation responds to both government and community.

The result of their deliberation yielded various answers, which are separated into two categories that follow (community perspective and government perspective on what makes public participation effective). Included here is a selection of these discussions that yielded answers reflecting the two sides of the same public participation question. It is possible to align the responses below side to side and observe that both community and government desire the same set of standards in public participation practices.

COMMUNITY PERSPECTIVE ON WHAT MAKES PUBLIC PARTICIPATION EFFECTIVE

- Community input shows in final decisions/documents
- Community is provided with empirical evidence (or at least all relevant info) that enables better-informed community input
- All stakeholders opinions are heard and included (for consideration)
- All stakeholders have access to process
- Community is provided with clear situation and concrete options
- Community is informed clearly about what is possible
- Community educates itself and makes informed realistic recommendations
- An informed community has an equitable opportunity to have a meaningful discussion that the government uses in its decision making
- Community wants the opportunity for some level of consensus building among recommendations proposed
- The community recognizes limited resources
- The community expects to be heard and their opinions should be incorporated into the results of the process.
- The community expects that government will listen to them and put priorities first
- The community desires efficiency and equity
- The community wants to see and feel action taking place as a result of participation
- The community wants government feedback on potential solutions and/or options to problems identified by the community
- The community wants a safe public participation environment so people can speak from the heart
- The community wants government to address the challenge of getting people to public meetings by making them feel a sense of ownership, which will encourage continued participation (people want to feel like they made a difference—they will be willing to do it again)
- The community expects government to bring expertise to an issue and information about why it is doing what it proposes to do (create a deliberative process)
- The community would feel that decisions are more effective if more time to discuss/have input is offered
- The community wants to see evidence that their voice was part of the decision-making process

GOVERNMENT PERSPECTIVES ON WHAT MAKES PUBLIC PARTICIPATION EFFECTIVE

- Public commentary stays within scope of public forum's topic
- Public demands don't exceed realm of possibility
- All stakeholders' opinions must be heard and included
- Government provides clear, concrete situation and calls for input from all stakeholders
    - Final product reflects both priorities and fulfills both needs
- Government can trust the authenticity of the participant in the discussion
- Government wants the community to understand the juggling act of decision making
- Government wants to articulate a clear process for decision making that demonstrates community involvement
- Government wants to clearly identify the relevant stakeholders for any public decision-making process
- Government wants to show "due diligence" in its public decision making processes
- Government wants to see increased public participation in order to feel comfortable that they have secure input from the community in as an inclusive and equitable manner as possible
- Government is interested in hearing from all relevant stakeholders, be they individuals or groups, regardless of organizational affiliation
- Government wants to demonstrate that its practices are equitable and accessible
- Government wants people to truly understand the relevant information that is shared

COMMUNITY INPUT ON CASE SCENARIOS:
Creating NPPs for Targeted Departments

In the second public working group meeting held on October 19, 2011, the Mayor's Neighborhood Engagement Office provided community members with a working exercise. This exercise asked the working group participants to take the participation matrix, the core values for community engagement and apply these to hypothetical scenarios for specific governmental units.
The units that were discussed were the NORD Commission, the Department of Public Works, Code Enforcement, the Information Technology and Innovation department and the Office of Community Development. Participants deliberated together and agreed on recommendations for public participation processes, which follow.

HIGHLIGHTS OF COMMUNITY PERSPECTIVES FROM CASE SCENARIOS

New Orleans Recreation Development Commission
Participants recommended working through park-based Booster Clubs, through which residents could engage at the neighborhood level to address facilities, programming and policies issues that matter most to them. As such, the Booster Clubs would serve as the first level of engagement for all community stakeholders interested in participating with NORDC. The Booster Clubs would be fully inclusive and representative of the neighborhoods immediately surrounding each park, generating increased participation and information flow while also increasing neighborhood networking and inter-relationships.

Department of Public Works
Participants recommended the inclusion of relevant stakeholders earlier in the process for street repair, which has a pre-design, design, and construction phase. As such, DPW should solicit input from neighborhoods near the proposed street project during pre-design. Important information, such as budget, timetable, etc can be discussed in this meeting. During design phase, DPW should consider sharing renderings and design documents with relevant stakeholders. After design is complete, DPW should provide a pre-construction community meeting to inform affected communities of the scope of work, the time table, and any construction issues that require attention.

Code Enforcement
Participants identified that an NPP would need to address educating the public on current processes; provide lists/maps of blighted properties; and provide tools to communities for staying on top of blight. Additional consideration should be given to a community-based task force that could work to assist code enforcement and BlightSTAT to establish priorities that align better with City priorities and neighborhood-based concerns. Also, it should offer a community-friendly process that enables neighborhoods to better identify and prioritize code violation properties that have a high probability

of yielding desired results (demolition, owner rehab, or sale to new owner), as well provide for a community review process for demolitions or substantive reuses. As such, the NPP would give stakeholders greater input in the priority setting process, enabling greater cooperation between blight decision-makers and community stakeholders.

Information Technology and Innovation

Participants recommended that an ITI NPP could be used to help include stakeholder in helping ITI determine what datasets are priorities for the general public. ITI would work deliberatively with community stakeholders to establish an information gathering and sharing process that would serve neighborhood needs as well as City needs. In such a process, stakeholders would help ITI evaluate the value of the data the department shares, whether the data makes sense to the average neighborhood user, and how such data can help generate positive outcomes for neighborhoods and the City.

Office of Community Development

The Office of Community Development is mandated to provide a public input process during the development of its 5-year Consolidated Plan, which is required by the U.S. Department of Housing and Urban Development, and which guides CDBG funding priorities annually. The director of OCD is responsible for securing information about community needs in order to develop a viable Consolidated Plan. Participants recommended that OCD work directly with relevant stakeholders to:

1. frame data and other needs;

2. gather data;

3. interpret and evaluate data;

4. prioritize need according to data;

5. finalize 5-year Consolidated Plan according to prioritized needs; and

6. work together to implement funding strategies and evaluation methodologies.

SECTION 8: WORKING WITH NEIGHBORHOOD ENGAGEMENT

This section explains key useful information about how City agencies and the general community can work with the Mayor's Neighborhood Engagement Office on their public participation efforts. As an office concerned about public participation, the Mayor's Neighborhood Engagement Office serves as technical advisor to both City agencies and community stakeholders, program designers and evaluators, and as liaison among various organized public and private groups.

- The Mayor's Neighborhood Engagement Office can assist governmental units with the creation and/or provision of multiple information sharing methodologies.

- The Mayor's Neighborhood Engagement Office can assist both the general community and government units in ensuring the highest integrity and quality possible of the information shared between both parties.

- The Mayor's Neighborhood Engagement Office has the unique ability to facilitate meaningful idea exchange between governmental units and the general community.

- The Mayor's Neighborhood Engagement Office will produce an annual report on the City's public participation efforts and as such will work directly with departments and communities to conduct annual assessments.

- The Mayor's Neighborhood Engagement Office can assist both the general community and governmental units in identifying the relevant stakeholders that can assist and participate in ensuring an effective public participation process on public decisions.

- The Mayor's Neighborhood Engagement Office can assist both governmental units and the general community in developing and implementing multiple methodologies for information sharing between both parties.

- The Mayor's Neighborhood Engagement Office can assist both government units and the general community with ensuring that information shared between the two parties is relevant and meaningful to the decision-making process.

SECTION 9: FREQUENTLY ASKED QUESTIONS

This section answers questions that are commonly unknown by both community stakeholders and City agencies. vv

- **How does the implementation of an NPP affect a department's legal and fiscal responsibilities?**
  Answer: Establishing an NPP for any governmental unit enhances the ability of that unit to secure additional input for any decision. The responsible unit and its leadership do not experience any adverse effects from a legal or fiscal perspective relative to the establishment of an NPP. Implementation of NPPs at the governmental unit created share understanding and more effective outcomes for both the governmental unit and the affected community.

- **How do I get training on the NPP process?**
  Answer: The Mayor's Neighborhood Engagement Office, along with partner community providers, will provide technical assistance to government units and community-based groups who request training support.

- **Within each department, who is responsible for receiving, compiling and tracking public input?**
  Answer: Currently, the answer to this question depends heavily on the capacity of each governmental unit. One goal for each governmental unit as they implement NPPs within their existing day-to-day functions is to identify the opportunities for institutionalizing participation practices within each department. For some governmental units, capacity constraints may limit them to relying on the Neighborhood Engagement and Information Technology and Innovation Offices to assist with tracking input. For other units, it may be possible to train someone within the unit and incorporate this responsibility within that individual's job duties. To the extent that is practical and feasible, the Mayor's Neighborhood Engagement Office will support units in managing and coordinating NPPs from within first. However, all governmental units will provide monthly reports to the Mayor's Neighborhood Engagement Office, which will utilize this data for effectiveness evaluation.

- **What constitutes bringing in an official stakeholder, neighborhood, homeowners group, business, association, etc?**
  Answer: Currently there is no mechanism in place for distinguishing official from unofficial stakeholders. We define stakeholders as anyone from the community who is affected by a public decision. Practical concerns, such as effectiveness and time constraints, may from time to time require that relevant stakeholders play an intermediary role on behalf of a broader set of stakeholders. When such strategy is utilized, it is critical to allow for inclusivity and diversity in the selection of relevant stakeholders, and to ensure all parties are accountable to the broader affected group of stakeholders. It is also critical that any deliberative process implemented with relevant stakeholders is also always open to additional stakeholders who may have been inadvertently neglected or who self-select later in the decision-making process. Because the goal of installing NPPs is to make the government decision-making process

more accessible to the general public, this issue will continue to provide practical challenges when there are no clear committees, task forces, or criteria for determining relevance on any given-decision. Having said this, public administrators must continuously balance practical needs (such as time constraints and efficiency and effectiveness) with community desire to participate while attempting to strike a balance between the two.

- **How do I handle disruptive community members? Is security provided?**
  Answer: One of the challenges to any participatory process is the opportunity for input that is less than productive and constructive. Any effective participation strategy that requires dialogue must set the tone and ground rules for engagement by clearly articulating the need for the public interaction between community and government employees to be respectful, productive and constructive. Most public participation events will not have security, nor should this be a goal. In fact, the opposite should be the goal. The mutual responsibility that defines effective public participation stipulates that both the general community and the public administrator have the responsibility to interact responsibly, productively and constructively. As such, facilitators and participants of public meetings have a responsibility to keep the meeting productive and constructive. While it is typically a judgment call of the facilitator in terms of what constitutes a potentially dangerous situation, any threat to person or property by disruptive participants should be reported to the local police department immediately. Similarly, disruptive behavior, such as verbal abuse, inflammatory or accusatory language, should be handled by the facilitator immediately in a respectful but clear manner in the interest of enabling the meeting to reach a productive conclusion. How the situation is handled will depend greatly on the facilitator's comfort level and group management style. However, as a rule of thumb, the Mayor's Neighborhood Engagement Office will always recommend that if clearly stated ground rules are broken, then the disruptive participant should be clearly informed that he/she is breaking the ground rules and keeping the meeting from being productive.

- **Is there a budget for the NPP process?**
  Answer: The City NPP is not designed to create any significant budgetary needs. As a roadmap to excellence in public participation, it simply sets the minimum standards and provides the pathway to implementing effective participation practices within existing government structures. The coordination, facilitation, evaluation and technical support for NPPs throughout neighborhoods will be the responsibility of the Mayor's Neighborhood Engagement Office, and as such, one could say that the City NPP is budgeted. However, there are special instances in which highly technical and human capacity infrastructure may be required at a department level that is above and beyond the purview of the Mayor's Neighborhood Engagement Office. For example, the City Planning Commission will implement an NPP that may require substantial support from the ITI department, which may require funding support. In short, as a process, public participation practices generally require little additional funding, but do require re-alignment of existing resources in such a way that they are utilized more effectively and efficiently.

- **What are the accountability and oversight measures for the implementation of NPPs?**
  Answer: The Mayor's Neighborhood Engagement Office will implement annual evaluations of public participation effectiveness as described in this document. While each department has direct oversight of its own NPP, Citywide coordination, facilitation and evaluation

of NPPs will be the responsibility of the Mayor's Neighborhood Engagement Office . Community input on the effectiveness of public participation practices on an annual basis will be critical to this evaluation process.

- **How will this mechanism be sustained (internal structure) beyond this administration?**
  Answer: The goal of this document is to help change how government does business at the department level. This simple goal includes both middle and top managers in local government, as well as the general community. Meeting the goals of this document does imply that a significant portion of the executive branch of City government will have implemented NPPs within each unit by the end of 2013. As such, both established and functional internal practices, coupled with broad-based community support across all neighborhoods and interest groups, will serve to ensure that effective public participation practices continue to live beyond the Landrieu administration. Currently, the only mandate for the ongoing institutionalization and use of an NPP exists for the City Planning Commission by Charter rule. It is the goal of this document to set the foundation for other departments across City government that future administrations will continue, but it will require neighborhoods' voices to lend weight to the need to continue these practices.

- **How will NPP be funded in the future?**
  Answer: As stated above, the majority of NPPs that governmental units will implement will not require substantially different levels of funding, if at all. Coordination, facilitation and evaluation is the responsibility of the Mayor's Neighborhood Engagement Office , which is currently funded through the general fund in the budget and is allocated within the Mayor's Office budget. The future will always present the opportunity to explore funding options for the Mayor's Neighborhood Engagement Office , which will depend on a variety of factors difficult to speculate about today. However, it is our understanding that across the nation similar offices have become integral components of improved, effective public participation in local governance, but at this point we can only state the future funding for the office will depend on future administrations continuing to value the service such an office provides. At the same time, it is a real goal within the timeframe of the Landrieu Administration that the majority of City departments institutionalize effective public participation practices within their processes, such that NPPs at the department level are funded as part of ongoing operations. The NE office has a broader responsibility to ensure compliance, accountability, effective implementation, provide technical assistance to both public administrators and the general public, and evaluate effectiveness, and as such there is always the potential to codify the office's permanence legally so that it exists beyond Mayor Landrieu's administration, but such an effort would require a majority support of the voting public, as with any permanent funding request.

SECTION 10: ANNUAL EVALUATIONS

This section provides set of guidelines and recommendations for assessing the effectiveness of a governmental unit's public participation processes/practices.

The Mayor's Neighborhood Engagement Office will conduct annual evaluations of City Hall's public participation practices by working directly with the general community and departments that have implemented NPPs. In addition to these annual evaluations, it is useful to consider implementing department-level self-assessment mechanisms. The Mayor's Neighborhood Engagement Office can assist departments in developing customized evaluation tools.

Useful evaluations tools for governmental units to consider early in their development of their public participation practices include the following:

- Create feedback mechanisms for every public participation strategy.
- Create mechanism for evaluating the communication effectiveness of public meeting communicators and/or facilitators, language in electronic and print communications, for both the information that is disseminated to the general public and the information that is received from the general public.
- Create a department-level annual public participation report that includes all unresolved issues and requests.
- Create a feedback mechanism for learning about how the general community learned about the opportunity to participate.
- Create a mechanism for connecting community input to potential implications in process and/or policy changes-track issues that generate such opportunities.
- Create a mechanism for reporting back how previous findings/learnings helped create improvement opportunities this year.
- Create a department-specific satisfaction poll on the public participation process.

MINIMUM STANDARDS QUESTIONS TO CONSIDER

- Were problems named/solutions identified reflective of community input/concerns/ knowledge?
- Did the framework for the deliberation process allow for divergent opinions to be vetted in good faith and all possible, practical options considered and evaluated?
- Did the deliberation process yield what the framework allowed? In other words, did both parties in the process feel that the decision-making process was indeed deliberative in nature and the discussions created and decisions made reflect this?
- Did the decision-making process consider non-traditional ideas?

- Did the decision-making process yield stronger relationships for ongoing collaboration between community and public administrators?
- Did the process have a feedback loop incorporated so that both sides learn outcomes after the decision and/or provide additional input for improvement?

ADDITIONAL RELEVANT QUESTIONS TO CONSIDER

- Was the information provided helpful and provided in a timely fashion?
- How did the public find out about a meeting?
- Was consensus achieved on a particular public decision among all involved stakeholders?

RECOMMENDED MEASURABLE OUTCOMES TO UTILIZE

- **Number of participants** at each meeting/ **percentage of population** represented at meetings
- Tracking the **rate of return** of participants (provides insight regarding the public perception of meeting, if they believe meetings are successful they will continue to return)
- **Efficiency of process**, the number of projects reviewed and implemented, track any kind of major derailments in process

RECOMMENDED COMMUNITY INPUT MEASURABLES (USING SURVEYS):

- Rate the **transparency** of the process
- Rate the deliberative process- do participants feel their input affected the final design, project, etc.

SECTION 11: RESEARCH SOURCES

This section provides a list of articles and books on civic engagement, public participation, democracy and deliberative processes that interested readers may find helpful.

BOOKS

Atlee, Tom with Rosa Zubizarreta (2003). *The Tao of Democracy: Using Co-Intelligence to Create a World that Works for All.* Writers Collective, Cranston, Rhode Island. Also see Co-Intelligence Institute - http://www.co-intelligence.org/

Fishkin, James. (2009).*When the People Speak: Deliberative Democracy and Public Consultation.* Oxford University Press. Oxford, England.

Fung, Archon. (2003). Deepening Democracy: Institutional Innovations in Empowered Participatory Governance (The Real Utopias Project) (v. 4) See: http://www.scribd.com/doc/43877537/Real-Utopias-Vol-4

Fung, Archon. (2006) *Empowered Participation: Reinventing Urban Democracy* (2006). Princeton University Press. Princeton, New Jersey.

Gastil, John and Levine, Peter , ed. (2008). The Deliberative Democracy Handbook. *Deliberative Democracy Consortium.* Josey Bass Publishers.

Holman, Peggy.; Devane, Tom and Cady, Steven, eds. (2007). *The Change Handbook: The Definitive Resource on Today's Best Methods for Engaging Whole Systems.* 2nd Edition. Berrett-Koehler Publishes: San Francisco. See: http://www.slideshare.net/michaelpupil16/the-change-handbook

Lathrop, D and Ruma, L., eds. (2010). *Open Government: Collaboration, Transparency and Participation.* O'Reilly Media, Inc. Sebastopol, CA.

Leighninger, Matt (2006). *The Next Form of Democracy: How Expert Rule is Giving Way to Shared Governance – and Why Politics Will Never Be the Same.* Vanderbilt University Press.

Levine, Peter. (2007). *The Future of Democracy: Developing the Next Generation of American Citizens.* Tufts University Press. Medford, Massachusetts.

McKnight, John and Block, Peter. (2010). The Abundant Community: Awakening the Power of Families and Neighborhoods. Berrett-Kohler Publishers: San Francisco.

Putnam, Robert D. (2000) *Bowling Alone: The Collapse and Revival of American Community.* Simon and Schuster, New York.

Putnam, Robert. (2003). *Better Together: Restoring the American Community.* Simon and Schuster, New York.

Rough, Jim .(2002). *Society's Breakthrough!: Releasing Essential Wisdom and Virtue in All the People.* 1st Books Library. Also see Center for Wise Democracy: http://www.wisedemocracy.org/

Yankelovich, D. and Friedman, W. (2010). *Toward Wiser Public Judgment.* Vanderbilt University Press.

ARTICLES

Arnstein, S. R. (1969). A Ladder of Citizen Participation. *Journal of the American Institute of Bonds*, Michael and Farmer-Hinton, Raquel. (2009). Empowering Neighborhoods Via Increased Citizen Participation or a Trojan Horse in City Hall: The Neighborhood Strategic Planning (NSP) Process in Milwaukee, Wisconsin. *Journal of African American Studies* 13:74-89.

Booth, Annie and Greg Halseth. (2011). Why the public thinks natural resources public participation processes fail: A case study of British Columbia communities. *Land Use Policy* 28 : 898– 906.

Carpini, Michael; Cook, Fay L. and Jacobs, Lawrence (2004). Public Deliberation, Discursive Participation, and Citizen Engagement: A Review of the Empirical Literature. *Annual Review of Political Science* 7:315-44.

deMorris, Amalia and Leistner, Paul. (2009). From Neighborhood Association to Participatory Democracy – Broadening and Deepening Public Involvement in Portland, Oregon. *National Civic Review*, 98:2, 47-55.

Diaz, Andre and Stephan Hiroshi Gilchrist (2010). Dialogue on Campus: An Overview of Promising Practice. *Journal of Public Deliberation* 6 :1.

Fishkin, James (MARCH/APRIL 2006). The Nation in a Room: Turning public opinion into policy. Boston Review. http://bostonreview.net/BR31.2/fishkin.php

Foster-Bey, J. (2008). Do Race, Ethnicity, Citizenship and Socio-Economic Status Determine Civic Engagement? *The Corporation for National and Community Service.*

Fung, Archon. (December 2006). Varieties of Participation in Complex Governance. *Public Administration Review.* http://www.archonfung.net/papers/FungVarietiesPAR.pdf

Harriger , Katy and Jill McMillan. (2008). Contexts for Deliberation: Experimenting with Democracy in the Classroom, on Campus, and in the Community. *Deliberation And The Work Of Higher Education: Innovations For The Classroom, The Campus, And The Community.* Kettering Foundation. http://www.kettering.org/media_room/publications/ deliberation_and_the_work_of_higher_education

Hartz-Karp Janette .(2005). A Case Study in Deliberative Democracy: Dialogue with the City. Journal of Public Deliberation http://www.21stcenturydialogue.com/resources/Dialogue%20with%20the%20City%20 Case%20Study%20published.pdf

Irvin, Renee and Stansbury, John. (2004). Citizen Participation in Decision-Making: Is It Worth the Effort? *Public Administration Review*, 64:1, 55-65.

Klein, Joe (2010). How Can a Democracy Solve Tough Problems? *Time Magazine*
Thursday, September 2, 2010.

Lowndes, V. ; Pratchett, L; and Stoker, G. (2006). Diagnosing and remedying the failings of official participation schemes: the CLEAR framework. *Social Policy and Society*, 5: 2, 281-291.

McCoy, Martha and Scully, Patrick (2002). Deliberative Dialogue to Expand Civic Engagement: What Kind of Talk Does Democracy Need? *National Civic Review* 91:2, 117-135.

Success Stories in Civic Engagement, *National Civic League.* (Spring 2011). http://www.ncl.org/index.php?option=com_content&view=category&id=55&Itemid=195

Ohmer, Mary. (2008). The Relationship Between Citizen Participation and Organizational Processes and Outcomes and the Benefits of Citizen Participation in Neighborhood Organizations. *Journal of Social Service Research*, 34:4, 41-60.

Peterson, Pete (Spring 2010). The Citizen Returns. National Civic League, http://ncl.org/publications/ncr/99-1/Peterson.pdf

Potapchuk, William ( ). Neighborhood Action Initiative: Engaging Citizens in Real Change. Chapter 13 in *The Collaborative Leadership Fieldbook.*

Skocpol, T. (2010). Reinventing American Civic Democracy. *Kettering Review*, Fall 2010, p.49-60. http://www.kettering.org/media_room/periodicals/kettering_review

Sirianni, Carmen. (2007). Neighborhood Planning as *Collaborative Democratic Design: The Case of Seattle. Journal of the American Planning Association*, 73:4, 373-387.

Wilson, Patricia. (2004). Deep Democracy: The Inner Practice of Civic Engagement. *Fieldnotes: A Newsletter of the Shambala Institute.*

Direct Democracy. http://debatepedia.idebate.org/en/index.php/Debate:_Direct_democracy

FOUNDATION REPORTS

Gibson, Cynthia. (2006). Citizens at the Center: A New Approach to Civic Engagement. Case Foundation http://www.casefoundation.org/spotlight/civic_engagement/gibson.

Kettering Foundation (Jan 2007). Public Administrator and Citizens: What Should the Relationship Be? http://www.kettering.org/

Kettering Foundation (March 2008). We Have to Choose: Democracy and Deliberative Politics. http://www.kettering.org/

Kettering Foundation. What Does It Take to Make Democracy Work. http://www.kettering.org/ketterings_research

Kettering Foundation. *Connections* (2006). A Review of KF Research.

Kettering Foundation and International Association for Public Participation (2009). *Painting the Landscape: A Cross Cultural Exploration of Public-Government Decision-Making. Executive Summary of Preliminary Findings.*

Fagotto, Elena and Fung, Archon . (2009). Sustaining Public Engagement: Embedding Deliberation in Communities. Everyday Democracy and Kettering Foundation. http://www.everyday democracy.org/en/Resource.136.aspx

Leighninger, Matt. (2009). *Creating Spaces for Change: Working toward a "story of now" in civic engagement. Report on the Civic Engagement Learning Year.* W.K. Kellogg Foundation. http://www.ncoc.net/index.php?tray=content&tid=top13&cid=103k16

McGrath, Mike. (2009). The New Laboratories of Democracy: How Local Government is Reinventing Civic Engagement. Presented by Philanthropy for Active Civic Engagement (PACE). *National Civic Review.* Special Issue. 98:2. http://www.ncl.org/publications/ncr/98-2/Nelabs.pdf.

GUIDELINES AND RESOURCES

Andersson, Edward, Emily Fennell and Thea Shahrokh. (2010). *Public Engagement: How to demonstrate the value of consumer input.* Created for Consumer Focus by Involve.

Carnegie Mellon's Campus Conversations and to download a free copy of the handbook, visit caae.phil.cmu.edu/cc/.

The Center for Deliberative Democracy,
http://cdd.stanford.edu/ and http://cdd.stanford.edu/polls/adp/
http://cdd.stanford.edu/polls/docs/flyers/deliberative-polling-flyer-en.pdf

IAP2 Spectrum of Public Participation. International Association for Public Participation.
http://www.iap2.org/associations/4748/files/IAP2%20Spectrum_vertical.pdf

City of Portland Public Involvement Principles. Adopted by the City of Portland, Oregon on August 4, 2010. http://www.portlandonline.com/oni/index.cfm?a=312804&c=51069

Civic Engagement. A Guide for Communities. (2006). The Arlington Forum. Downloaded from
http://www.cnrep.org/documents/handbooks/Civic_Engagement.pdf

Dangerfield, Peter (2006). *Citizen Participation: Informing Public Policy for Rebuilding New Orleans.* Total Community Action, New Orleans, LA.

Fagotto, Elena and Archon Fung. (2009). Sustaining Public Engagement: Embedded Deliberation in Local Communities. An Occasional Research Paper from Everyday Democracy and the Kettering Foundation

Holman, Peggy, et al (2007). *The Change Handbook: The Definitive Resource on Today's Best Methods for Engaging Whole Systems. 2nd Edition.* Berrett-Kohler: San Francisco.

Building Democratic Governance: Tools and Structures for Engaging Citizens. (2005). A Report from NLC's CityFutures Program. National League of Cities.
http://ncdd.org/rc/wp-content/uploads/2010/08/demgov.pdf

Pruitt, Bettye and Thomas, Philip (2007). *Democratic Dialogue – A Handbook for Practitioners.* Canadian International Development Agency; United Nations Development Programme.
http://www.undp.org/cpr/documents/we_do/democratic%20_dialogue.pdf

Resource Guide on Public Engagement. National Coalition for Dialogue and Deliberation.
http://ncdd.org/rc/pe-resource-guide

Tippett, Krista. *The Civil Conversations Project.*
http://being.publicradio.org/programs/2011/ccp-appiah/

ACKNOWLEDGMENTS
-*Thank You*-