



City/County Water and Wastewater Study Oversight Committee



May 28, 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). The purpose of this long term study is to assure sustainable water supplies for our growing community. The Mayor and Council and the Board of Supervisors also appointed a twelve-member Oversight Committee (Committee) to oversee Phases 1 & 2 of the Study and 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 has 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.	56	The Manning House, 450 W. Paseo Redondo
May 12, 2008: 6:00 p.m.	63	Randolph Golf Course Club House, 600 S. Alvernon Way
May 21, 2008: 6:00 p.m.	44	Randolph Golf Course Club House, 600 S. Alvernon Way

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. 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). The Committee decided on holding both evening and morning meetings as a compromise, reflecting varied public comments and Committee member predilections regarding morning and evening times. Longer meetings will typically be scheduled in the evenings. The Committee will monitor attendance at its meetings and will revisit the timing issue in August or September to see if experience warrants changes.

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

Meeting Date	Time	Presentations/Actions
Wednesday June 11	Evening	• Overview of Water and Wastewater Systems
		• History, Institutional and Regulatory Backgrounds
Wednesday June 25	Evening	• Customers and Water/Wastewater Demands (Needs)
		• Available Water Resources (Supply)
Wednesday July 9	Morning	• Potable Water, Wastewater and Reclaimed Water Delivery System
Wednesday July 23	Evening	• Currently Planned New Water and Wastewater Infrastructure
Wednesday Aug 13	Morning	• Financial Planning
Wednesday Aug 27	Evening	• Future Population Scenarios; Planning for Growth
Wednesday Sept 10	Morning	• Future Resource Scenarios, Conservation, Environmental Needs for Water
Wednesday Sept 24	Evening	• Sustainable Water Population Discussion
Wednesday Oct 8	Morning	Follow-up Discussion on Outstanding Issues
Wednesday Oct 22	Evening	Draft Phase 1 Report Presented to Committee
Week of December 8		Committee Forwards Final Report to Mayor and Council and Board of Supervisors

- Denotes staff presentation to the Oversight Committee

The Committee has heard from many stakeholders and strongly concurs that the sole focus of Phase 1 must be data collection, inventorying, and fact gathering. Only by developing an agreed upon set of facts and underlying assumptions can the groundwork be established for a meaningful dialogue on values in Phase 2. Moving into a discussion of values prematurely without an agreed upon common set of facts will not be productive of further dialogue for Phases 2 through 5. The final three sessions dealing with future population scenarios, growth, environmental needs for water, and sustainable water population will be challenging in this regard. Some stakeholders as well as members of the Committee have suggested that these topics be moved to Phase 2 because they could quickly turn into values discussions. The majority of the Committee however, feels that there are important facts related to these topics that need to come out in Phase 1, in order to have a productive values discussion in Phase 2. There is clear agreement that care must be taken to keep the focus during these discussions on facts only.

The Committee will meet approximately every other week through the fall of 2008. The morning meetings will typically be held at 7:00 a.m. and evening meetings at 6:00 p.m. and will last 2-3 hours. Between the first meeting in June and the meeting of the week of September 15, 2008, staff and outside technical experts 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 will constitute chapters in the Phase 1 Report. As information is presented, references will be provided to all supporting documents, and underlying assumptions will be articulated. A clear distinction will be made regarding information where data is certain vs. where a range (error bars) of possibilities or scenarios exist.

At least one week prior to each presentation, staff will identify background and reference materials for the Committee and the public to review in preparation for the meeting. Links to this information will be posted to the study website. Each presentation will be made at an open meeting, with opportunity for public questions and comment. In addition, staff will arrange for outside "expert" presentations throughout the process and some presentations may take the form of a panel discussion.

Following the October 8th meeting, a final report will be drafted assembling the information presented throughout the summer and fall, and incorporating the public comments received. The Committee will then have approximately two months to deliberate on and finalize the Phase 1 Report. A minimum of three public meetings, possibly in a town hall format, will be held at different locations around the community and at different times of day, i.e. a morning weekday, an evening weekday and a weekend, to receive public comment on the draft report.

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, and the Committee will ensure that its work during Phase 1 is done in an inclusive and transparent environment.
3. Public process for Phase 2 will differ from what is appropriate in Phase 1. Lessons learned from the public process in Phase 1 can help inform what might be needed for Phases 2 and beyond.
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 inclusive and transparent manner. These public outreach steps will include, but not be limited to:

- 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. To encourage broad participation from the interested public, the Committee has agreed to hold meetings at times and places convenient to the general public.
- ADA Accessibility – The Committee will ensure that all meetings are held in ADA accessible facilities.
- 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. Meeting notification will be sent out through various community calendars, and bi-lingual posters about the study and the meetings will be created and posted in libraries and on SunTran buses.
- Media Outreach – The media will be sent a copy of the meeting agenda in advance of each meeting.
- Audio and Text Records of Meetings - Detailed meeting minutes provide a written record of each Committee meeting including public comments received at meetings. All meetings are also being audio-taped. The written meeting summaries and audio recordings are being posted to the Study website.
- Record of Public Comments – All public comments that are received (at Committee meetings and via e-mail, phone, mail, and website) will be transcribed, compiled, and posted to the study website.
- Video of Meetings – The meetings will be digitally video recorded using a single camera and posted to the study website. Channel 12 has agreed to feature the study and the meetings on City News and Community Calendar. Staff plans to work with Channel 12 on the possibility of having a series produced on the Study. This would include short segments covering the study topics that would air on Channel 12 through the summer and fall, and then these segments could eventually roll into a single DVD to capture the key points in phase 1 and be used for educational purposes. Access Tucson as a venue for airing the video recordings of the meetings will also be explored.
- Outreach to Other Jurisdictions and 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, has sent two letters of invitation to participate to all jurisdictions, tribal governments and water/ wastewater utilities - on April 15, 2008, an introductory letter inviting input into the process and to begin a Phase 1 & 2 study of their own, and a follow-up letter May 23rd including the list of topics and study template that the City/County will follow (letters attached). Mark Stratton, Oversight Committee member and General Manager of Metro Water, has agreed to reach out to the other providers through the Southern Arizona Water Users Association (SAWUA).
- 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 opportunities to comment and 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 members of the audience. The Committee expects this effort to be an iterative process. Reference 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 respond to issues and bring an update back to the Committee at the following meeting for discussion.

- 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 expert reviewers of documents produced or serve on discussion panels as part of the study. A panel of experts may be convened 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 participation.

B. Public Process for Phase 2

The current Scope of Work assumes that the Committee will continue to oversee the study and public process in Phase 2. The Committee recognizes that Phase 2 will be very different than Phase 1, and that based on public input received to date, the Mayor and Council and Board of Supervisors may want to consider restructuring the public process in Phase 2 to include a broader range of interests “at the table”.

The Committee will be prepared to report back to the Mayor and Council and Board of Supervisors in October with recommendations on public involvement in Phase 2. The Committee proposes to track Phase 1 progress and to apply the public input and lessons learned described below to make recommendations for how Mayor and Council and the Board of Supervisors might wish to organize the public process for 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 took 16 months to develop.
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. Examples of stakeholders include: water providers, those committed to sustaining our desert environment, neighborhood residents, those representing business interests, neighborhood groups, homebuilders and developers, concerned citizens, environmentalists, elected officials, government agencies, Indian communities, mines, universities, water organizations, municipal and private water and wastewater utilities, economic development groups, and agriculture.

The remainder of this report summarizes a range of principles that will help to understand public processes for Phases 2 to 5. The Committee has already adopted many of these principles for Phase 1.

III. Summary of Public Input Received to Date

The Study has generated a lot of interest from the public. Attached is a list of stakeholders who have participated in the meetings thus far. The following is a summary of public input received at committee meetings, and via emails and letters. Many of these suggestions have been incorporated into the public involvement strategy for Phase 1. Other suggestions will be useful in guiding the public process in Phases 2 to 5.

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, weekends, mornings
- 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

- When discussing divergent viewpoints, it is helpful to identify underlying assumptions and areas of agreement
- 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

- Important to lay out the assumptions behind the facts being presented. Looking at the underlying assumptions between seemingly divergent views can help people find agreement.
- 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

Stakeholder Identification and Response to Public Comments

- Include stakeholders from a wide spectrum of interests from every corner of the region such as neighborhood groups, homebuilders and developers, concerned citizens, environmentalists, elected officials, government agencies, Indian communities, mines, universities, water organizations, municipal providers, private water utilities, business and economic development groups, and agriculture.
- Report to community (newsletter on results and how public input was used in decision making)

Committee Composition, Scope, Roles

- The scope of work should be vetted with the talents, knowledge base, and resources of all parties today – not in later phases of the study in order to have meaningful impact on the foundation of the study.
- Open process to a wider range of interested parties sooner rather than later.
- Set up a citizen committee representing the entire region to develop scope of work.
- Set up a stakeholder participation program.
- 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

IV. 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. The public processes reviewed were:

- Sonoran Desert Conservation Plan
- Regional Transportation Authority Plan
- TREO Economic Blueprint
- Tucson Water: Mid-Sized - Avra Valley Citizens Oversight Committee
- Tucson Water: Large - Decision H2O
- City of Tucson Public Safety Impact Fees
- Pima County Inclusive Home Design Ordinance

- Pima County Bond Program
- City of Tucson Grant Road Improvement Program
- City of Tucson Oracle Area Revitalization Plan
- East Valley Water Forum (Maricopa County)

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
- 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.
 - 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.
 - 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.
 - 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
- 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.
- 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
- 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
- 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

V. 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.

Attachments

1. Oversight Committee Meeting Agendas
2. Letters of Invitation to Participate to Jurisdictions and Utilities
3. List of Stakeholders