

# City of Petaluma, California

## Memorandum

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DATE: March 7, 2022

TO: Signatories

FROM: Ingrid Alverde

SUBJECT: Fairgrounds Engagement Program Development (Amend. #1)

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**Agreement:** Amendment No. 1 to Professional Services Agreement w/Healthy Democracy

**Consultant:** Healthy Democracy

**Project Account #:** 1100-11330-54110

**Amount of contract:** \$25,200 + \$430,000 = \$455,200

**Amount budgeted:** n/a

**Source of Funding:** m00011331

**Scope of Services:** Fairgrounds Engagement Program Development

**Term of contract:** Through December 30, 2022

**Contract Manager:** Ingrid Alverde

**Council approval:** ☐ yes, on \_\_\_\_\_ ☒ no

**Pre-contract review?** ☒ yes, with Peggy Flynn ☐ no

**Routing:** ☐ Normal ☒ Please Expedite

# SIGNATURE ROUTING SHEET FOR

Amendment No. 1 with Healthy Democracy  
(Agreement/Project Title)

Please keep the original of this document with the City Clerk's executed original of the contract.

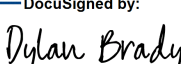
## CITY OF PETALUMA

DocuSigned by:  03D99C70B34740C...	3/17/2022
_____ City Manager	_____ Dated

## ATTEST:

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_____ City Clerk	_____ Dated

## APPROVED AS TO FORM:

DocuSigned by:  25B8C556EB25442...	3/17/2022
_____ City Attorney	_____ Dated

## APPROVED:

<i>Ingrid Alverde</i>	3/8/2022
_____ Department Director	_____ Dated

## APPROVED:

DocuSigned by:  6D262698B77B417...	3/17/2022
_____ Risk Manager	_____ Dated

## APPROVED:

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_____ Finance Director	_____ Dated

file name: Amend 1 w/HD

**AMENDMENT NO. 1**  
**TO PROFESSIONAL SERVICES AGREEMENT FOR**  
Fairgrounds Engagement Plan Development

THE AGREEMENT entered into and effective as of December 20, 2021, by and between the City of Petaluma, a municipal corporation and a charter city (hereinafter referred to as “City”) and Healthy Democracy, a Not for Profit Organization (hereinafter referred to as “Consultant”) is hereby amended as follows:

**(Please check applicable boxes and complete highlighted areas below):**

**[X] SCOPE**

The following sentence is added to the end of Section 1, “Services”:

In addition to the services described in Exhibit A, Consultant shall provide the additional services described in Exhibit A - Services Amendment No. 1 attached hereto, hereby replaces Exhibit A and supersedes it in its entirety.

**[X] COST**

The “Not-to-Exceed Amount” specified in PSA Section 2C is amended as follows:

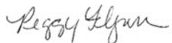
Original Agreement Amount:	\$25,200
Amendment No. 1:	\$430,000
<b>New Total Not-to-Exceed Amount:</b>	<b>\$455,200</b>

**[ ] TERM**

The term of this Agreement commences on the Effective Date, and terminates on December 30, 2022, unless sooner terminated in accordance with PSA Section 3. Upon termination, any and all of the City’s documents or materials provided to Consultant and any and all of the documents or materials prepared for City or relating to the performance of the Services, shall be delivered to the City as soon as possible, but not later than fourteen (14) days after termination of the Agreement.

IN WITNESS WHEREOF, the parties hereto have executed this document the 17<sup>th</sup> day of  
March, 2022.

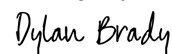
**CITY OF PETALUMA**

DocuSigned by:  
  
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City Manager


**ATTEST:**

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City Clerk

**APPROVED AS TO FORM:**

DocuSigned by:  
  
25B8C556ED25442...  
City Attorney

**CONSULTANT**

DocuSigned by:  
  
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By \_\_\_\_\_ Signature

Linn Davis Program Co-Director

\_\_\_\_\_  
Name and Title

4409 SE 24th Ave

\_\_\_\_\_  
Address

Portland, OR 97202

\_\_\_\_\_  
City State Zip

27-1457207

\_\_\_\_\_  
Taxpayer I.D. Number

On file

\_\_\_\_\_  
Petaluma Business Tax Certificate Number

# 2022 Petaluma Fairgrounds Advisory Panel

## **Proposal**

for 28 Feb. 2022 Petaluma City Council Meeting

Prepared by:



In consultation with City of Petaluma staff.



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## 1. Project Overview

The Petaluma Fairgrounds is the heart of the city – and its future should be decided through robust and inclusive community engagement.

The Fairgrounds is a centrally located, 55-acre, City-owned property that has touched the lives of so many in Petaluma and beyond: fairgoers, workers, customers, visitors, students, and many more. But its future is uncertain. For the past 50 years, the City of Petaluma has leased the property to the 4th District Agricultural Association, which operates the Sonoma-Marin Fair, who determines what the property is used for. The existing lease will expire in December 2023.

The City now must decide what comes next for the iconic Petaluma property. The future of the Fairgrounds is one of the most important decisions before the City in 2022-23, and a vision for the property that reflects the community's goals is essential. This will require broad and deep public engagement.

We propose a new, collaborative advisory process capable of handling issues of great complexity and intensity: a Lottery-Selected Panel designed and coordinated by a nonprofit organization called Health Democracy. This process will place the community at the center of the Fairgrounds decision-making process and prioritize universal accessibility. It will empower new and diverse voices to drive decisions about this beloved community resource.

### How Will This Panel Be Selected?

A Lottery-Selected Panel will guarantee representation across Petaluma's many diversities – and will bring many new voices into the conversation around the future of the Fairgrounds. Residents will be invited to participate, through a mailing sent to 10,000 randomly selected residential addresses. Based on prior programs of this kind, we expect an approximate 3% response rate to the invitation (about 300 responses).

Then, at a public Lottery Selection Event, a 36-person Panel will be selected – through a process that is anonymous and randomized, but also that selects a Panel representative of the community's demographics. Demographic categories will include age, gender, race/ethnicity, location, housing status, educational attainment, and experience of a disability. Demographic targets will be based on the K-12 aged population and will oversample some groups who have previously been underrepresented in City processes. (For more information on Panelist selection, see section [3e. Policies and procedures for Panelist selection.](#))

### How Will the Process Be Accessible to All Community Members?

This process will take accessibility in public engagement to a new level. Panelists will be paid \$20 an hour for their time in deliberation. Panelists will also be provided with any accommodations they need to participate fully in the process, such as child/elder care, transportation costs, laptops and tech support, and comprehensive language access services (interpretation and translation). While not all community members will be selected to participate on the Panel, this process outlined in this proposal is part of a larger City process to engage the entire community in the visioning of the Fairgrounds. This proposal is additive to, and does not supplant, the City's other public engagement efforts. (For more



information about accessibility and inclusion, see Sections [2c. What makes a Lottery-Selected Panel different](#), [3f. Policies and procedures for the deliberative process](#), and [5e. Language access plan](#). For more information about the broader City engagement process, see the Community Input Plan)

## How Will the Panel Conduct Its Work?

Lottery-Selected Panels model a new kind of collaborative policymaking, with plentiful time for consideration of the many views and sources of information on the topic at hand. The Panel will meet over the course of three long weekends (if in-person) or regular weekly sessions (if online). It will begin its work with a robust information-gathering phase, covering the history and context of the topic, as well as a wide range of perspectives on the Fairgrounds' future. Panelists will receive background materials and hear from introductory presenters – with all materials and presenters selected by a diverse group of stakeholders (see below and [Section 3d](#)). Then, the Panel will select numerous presenters of its own, conduct a site visit, receive the results of equity-based community outreach, and gather additional information as needed. The Panel will also thoroughly consider Panelists' own lived experiences related to the Fairgrounds. Gathering this uniquely diverse range of expertise comprises about a third of Panel's total work hours.

The Panel will then move into a deliberation phase – creating guiding principles, exploring long-term visions for the site, and finally crafting recommendations about the Fairgrounds' future. All deliberation is designed to take place in iterative small- and large-group work sessions, moderated by a team of professional process staff and informed by decades of research on effective collaborative decision making – and by advisors and Panelists themselves. (For more information, see Section [3g. Panel process overview](#).)

## What Is the Proposed Schedule?

After separate meetings with the Fairgrounds planning subcommittees of the City Council and the Sonoma-Marin Fair Board, staff held a joint meeting with both subcommittees on January 18 to discuss this concept and receive public testimony. With feedback from the public and both Subcommittees, City staff presented this proposal to the City Council on February 28. The process was approved unanimously.

Healthy Democracy will send the invitation mailer to potential Panelists in mid-March, conduct the “democratic lottery” to select the Panel, gather stakeholder advisors, build public awareness of the process, and manage all logistics, process design, and facilitation of the Panel itself. The Panel will meet as described above, publishing three Panelist-written reports throughout the process, which will be presented directly to decision makers.

This proposal also plans for an additional 15 hours of Panel work time to follow the release of its Final Report. During this period, the Panel will further engage with the community and decision makers about its recommendations, and will have the chance to respond to any new policy considerations, right until a final decision is made. (For more information, see sections [3b. Timeline](#), [3h. Deliverables from the Panel](#), and [3i. Follow-up activities by the Panel following its Final Report](#).)

## How Will Stakeholders Be Involved?

Stakeholders will be involved throughout the Panel process to inform project plans, curate information for Panelists, and present information directly to the Panel. Healthy Democracy



will begin engaging stakeholders by conducting initial interviews to assess the policy landscape and share information about the proposed process with key local leaders.

Stakeholder organizations will be nominated by City staff, approved by City Council, and invited to participate in an Informational Advisory Committee (IAC) by Healthy Democracy. The IAC's primary role is to curate quality, balanced information for the Panel. The IAC will consist of diverse stakeholder representatives, which may include staff, tenants, neighbors, community advocates, and anyone else with an interest in the future of the site.

The IAC will conduct the following activities within this process:

1. Select introductory information about the topic at hand.
2. Select initial presenters to provide context to the Panel.
3. Compile a list of potential additional presenters, to assist the Panel when it selects its own slate of presenters.
4. Provide oversight and process feedback during the project's information-gathering phase, including directing Healthy Democracy process designers to make high-level changes ahead of the Panel's first meeting.

Stakeholders who are not selected onto the IAC will have opportunities to present to the Lottery-Selected Panel and offer feedback at points throughout the process.

(For additional information, see Sections [3c. Plan for stakeholder analysis](#) and [3d. Policies and procedures for Informational Advisory Committee.](#))

## What Will the Panel Deliver?

The Panel will be asked to provide a series of policy reports that answer the question, "How might we use the City's fairgrounds property to create the experiences, activities, resources, and places that our community needs and desires now and for the foreseeable future?" All three reports are developed, written, and edited exclusively by Panelists themselves:

- Principles – a prioritized list of overarching values, decision-making criteria, key interests, and important activities that any final recommendation should take into consideration.
- Pathways – an outline of the possibilities and visions for the Fairgrounds site, including options considered and rationales based on lived experience and outside evidence.
- Final Report – the Panel's final recommendations, including preferred Fairgrounds land use(s) and rationales, dissenting opinions, and supporting details.

## What Will Happen With the Panel's Deliverables?

The Panel's reports will be delivered to the Fair Board and City Council, who will be asked to thoroughly consider and publicly respond to them. The public will have opportunities to engage with the Panel's recommendations, and Council will utilize the Panel's advice when determining next steps for the Fairgrounds property, the City's relationship with the Sonoma-Marin Fair Board, and the vision and land use designation(s) for the site in the City's General Plan update. The Panel will reconvene several times throughout the rest of the decision-making process, to clarify its recommendations, consider any additional questions, and respond to further policy developments.



## How Much Will This New Approach Cost?

This approach involves paying Panelists and reimbursing them for their time and expenses. This will make the Panel universally accessible to all members of our community. (For more detailed information, see [Appendix C. Proposed Budget.](#))

<b>Panelist Pay and Expenses</b> , including stipends, food, and reimbursement for transportation and child/elder care	26%
<b>Outreach and Engagement</b> , including a multilingual invitation letter and a robust outreach and communications campaign	6%
<b>Equity and Accessibility Services</b> , including translation and simultaneous interpretation services, equity outreach and support, Panelist technical support, and as-needed loaner hardware, such as laptops and hotspots	20%
<b>Process Design and Coordination</b> , including process design, project management, a team of professional moderators (a full 40% of this line item), and in room support	41%
<b>Logistics</b> , including video conference coordination, contingency, and Healthy Democracy staff travel, lodging, and food.	7%
<b>Total Cost</b>	approx. \$425,000



## 2. Project Purpose & Rationale

### a. Why this topic is being reviewed

This will be far from the first discussion of the future of the Fairgrounds. The city-owned fairgrounds property is a landmark destination and a central parcel that touches all members of the community. The 55-acre site provides many valuable services, houses numerous businesses and nonprofits, and has played host to innumerable events. After decades of partnership, the lease between the City and the Sonoma-Marín Fair will expire in December 2023. Public conversations about future uses of the site resurfaced in January 2020, when City Council and the Fair Board held a public meeting to discuss community engagement on the topic. Given the Covid-19 pandemic, the process outlined in that meeting was put on hold. The process outlined in this proposal is a continuation of that work. Community members, public officials, and the Fairground's many user groups all have an interest in collaboratively guiding the future of this beloved resource.

This project also exists in a broader policy context. The City is currently engaged in a General Plan Update, which is due to the State in January 2023. Community visioning for the General Plan will take place throughout the beginning of 2022.

### b. Why this method is being employed

The City wishes to employ this process to broaden and deepen public engagement around an important issue in Petaluma: the future of the Fairgrounds property. With competing ideas for the future of the Fairgrounds, the City wishes to engage in a highly collaborative public process to help determine how this particularly important property serves residents and all potential users going forward.

To bring the appropriate level of both breadth and depth, the City has engaged Healthy Democracy, a nonpartisan nonprofit organization, to propose a novel kind of public engagement for Petaluma, a Lottery-Selected Panel (LSP). LSPs are unique both in who is in the room – everyday people, representative of the city's demographics, selected by lottery – and what happens in the room – a radically collaborative decision-making process, which is designed to handle issues of great complexity and intensity in a way few other processes can. This process will be one component of the City's robust public engagement process on the Fairgrounds, which will include numerous other methods for collecting input from stakeholders and the broader community.

### c. What makes a Lottery-Selected Panel different

Although Lottery-Selected Panels act in the role of a public advisory committee, their principles and practices differ from standard advisory committees in a number of key ways:

- a. Panelists are selected by democratic lottery – a stratified random sample of residents aged 16+, a microcosm of the community in one room. Because Lottery-Selected Panels are composed of residents who typically do not volunteer for other City processes, they are capable of more deliberative arbitration of fraught political topics.
- b. Stakeholders and interest groups are not absent from the process, but they do not sit on the Panel itself. Rather, they participate in the process in two primary ways:



- i. A diverse selection of stakeholders sit on an Informational Advisory Committee that oversees the fairness and quality of information initially brought into the process, and
  - ii. A wide array of stakeholders present to the Panel during the process.
- c. Although it only offers recommendations, the Panel is treated more like a council, commission, or other decision-making body than a typical advisory committee. Staff serve the Panel in supportive, rather than directive, roles. This paradigm shift is reflected in process design, moderation style, and budget, with typically around  $\frac{1}{4}$  to  $\frac{1}{3}$  of project funds being paid to Panelists as stipends or reimbursements.
- d. The Panel gathers a wide range of evidence. In addition to stakeholders, the Panel typically hears from staff and non-staff expert presenters, has ample time to review documents and question all presenters, and may call its own presenters. It may also receive other public engagement inputs – including survey data, listening sessions, walking tours, etc. – or hold open public workshops.
- e. The Panel engages in lengthy deliberations around grounding values and principles, before delving into any policy solutions. These discussions seek mutual understanding and shared goals, but they do not force consensus. As with the rest of the process, they are professionally moderated and follow a detailed process design established in advance – while remaining flexible to the Panel's needs.
- f. The Panel has the opportunity to engage in in-depth feedback loops with technical staff, to review proposed policies in detail.
- g. The Panel's output is therefore substantial, including both:
  - i. Criteria on which it believes any decision should rest, and
  - ii. Detailed policy recommendations (or a review of existing proposals).
- h. In order to accomplish these significant tasks, Panels are highly efficient public processes, while remaining comfortable, supportive, and collaborative environments for Panelists.
- i. Since randomly selected Panels include folks from many walks of life, universal accessibility is emphasized. Panelists are paid a stipend and reimbursed for transportation, childcare, and eldercare. Depending on whether a process is in-person or online, Panelists may also be provided with food, logistics assistance, loaner technology, hot-spot internet access, or other accommodations. Both the in-room process and out-of-room logistics seek to accommodate Panelists' specific needs, providing support services such as translation and assistive technology and adapting to differential learning styles.

## d. Decision-making context

The work of this Panel will be advisory to City staff, the Sonoma-Marin Fair Board, and Council. The City makes two guarantees as part of the Fairgrounds decision-making process:

- That the Panel's recommendations will be thoroughly considered, with substantial written responses provided to the Panel after the completion of each of the Panel's deliverables.
- That City staff, including technical experts, will provide thorough details to the Panel of the surrounding decision-making context upon request, but will not constrain the Panel's work beyond the initial framing question.

Furthermore, in addition to its official reporting to the City and Fair Board, Panelists (or the Panel in aggregate) may choose to speak publicly about their work, without restriction by

## 2022 Petaluma Fairgrounds Advisory Panel: Proposal



Healthy Democracy or the City of Petaluma. In fact, the project staff, partners, and budget will help to foster such opportunities.

The Panel will also have several designed opportunities to hear from the broader public and will have full authority to further engage the public as it wishes. Additional details on Panel policies may be found in Section 3 below.



### 3. Process Details

#### a. Overarching principles of Lottery-Selected Panels

The following are basic principles common to most lottery-based deliberative processes, including all of Healthy Democracy's Panels.

- A paradigm of **Panelists-on-the-dais**, not in the audience.
  - Think of Panels as fact-finding commissions, task forces, or advisory boards – just not focus groups.
- A **direct path to decision makers** – real influence over public policy.
- An emphasis on **collaborative decision-making**.
  - Working toward shared solutions, without forcing consensus.
- **Accountable and transparent governance** over the process.
  - An Informational Advisory Committee, made up of diverse stakeholders, makes decisions about informational inputs to the Panel, as well as about the Panel's process during the information-gathering phase.
  - A group of Program Advisors, made up of practitioner experts, former moderators, and former Panelists, works with HD staff on process details.
  - A Process Committee, made up of current Panelists, makes high-level process decisions and improvements beyond the information-gathering phase.
- **Independence from outside political interference**.
  - Everyone involved agrees to certain guidelines to prevent undue political manipulation of the Panel's work – this includes guidelines for Panelists, City staff, City electeds, process staff (i.e., Healthy Democracy), presenting experts, public observers, media, and others. Standard guidelines are available from HD upon request.
- Selection of Panelists through a **democratic lottery**.
  - Randomly selected from the general public, and
  - Representative on a number of demographic factors.
- A commitment to **universal accessibility**.
  - Panelists are compensated for their time and all costs associated with participation (e.g. child care, elder care, transportation).
  - Appropriate technology, training, and one-on-one logistical support is provided to all Panelists.
- A substantial **information-gathering phase**, including:
  - A briefing packet compiled and approved by the Informational Advisory Committee.
  - Information presented by presenters selected by the Informational Advisory Committee.
  - Information presented by presenters selected by the Panel itself.
  - Other public input that engages the broader community.
- A structured, **in-depth deliberation phase**.
  - Designed by professional process designers and based on research.
  - Moderated by professional, trained moderators.
  - Designed to encourage collaboration across differences without forcing consensus.
- An **actionable Final Report** of prioritized recommendations.
  - Written by the Panelists themselves, with no writing or editing by staff.



- Delivered by the full Panel but with room for dissenting opinions and individual voices.
- **Third-party evaluation** of process design and execution.
  - Evaluators not paid by the process, the convening organization, or Healthy Democracy – typically academics or other deliberative experts – observe and review the process, and report to the public on its fairness and quality.
  - An Evaluation Committee, made up of Panelists, works with these external evaluators and provides its own evaluation of the process.

## b. Timeline

We envision two potential scenarios, dependent on the COVID situation a month in advance of the Panel's first meeting.

### Preparation Phase

#### December 2021 to April 2022

- Meetings held between HD and City to workshop ideas and develop a proposal: December 2021 - February 2022
- Council Subcommittee meeting: December 21, 2021
- Fair Board Subcommittee meeting: January 14, 2022
- Joint meeting of Subcommittees: January 18, 2022
- Present proposal to City Council: February 28, 2022
- Send Invitation Mailing: Approx. March 18, 2022
- Public Lottery Selection Event: Approx. April 2022

### Implementation Phase

#### Preferred Scenario: Hybrid In-Person & Online

Starting and ending in-person. All deliberative portions in-person. Some informative presentations online.

- Proposed timing: two 3-day-weekends, one 4-day-weekend, and half-days as needed. Spread over the course of 2 months.
  - 3-day weekend: Orientation & Information Gathering
  - One Saturday: Online or in-person info-gathering session, held on weekend days for consistency
  - 3-day weekend: Final Information Gathering, Values/Principles & Site Options Exploration
  - One Saturday: Online or in-person small-group committee work
  - 4-day weekend: Visioning, Visualization & Plan Alternatives Analysis
- Total Panel work time: ~87 hours

#### Contingency: Fully Online

A necessary COVID contingency – but not ideal both from a deliberation angle and a visibility one. It would also be highly intensive for an online program.



- Proposed timing: three 2-day weekends with half-day sessions, and weekly sessions twice per week. Spread over a minimum of 2 months, with the possibility of extension.
  - On the same three weekends as in the Preferred Scenario: 10 hours per weekend, split over two days
  - Plus weekly meetings all other weeks: One weekday evening for 3 hours and one weekend day for 4 hours, every week (8 meetings in Month 1, 4 meetings in Month 2, and a final presentation in Month 3)
- Total Panel work time: ~75 hours

### c. Plan for stakeholder involvement

Stakeholders are crucial to the Panel process as advocates, experts, and advisors. Stakeholders help the Panel gather information about the existing landscape of views and interests related to the topic at hand. While the Panel process differs considerably from traditional multi-stakeholder engagement methods – Panelists are everyday members of the public who likely have no prior affiliation with interest groups – the two work together to ensure policy recommendations are well-informed by diverse perspectives.

Furthermore, Healthy Democracy works with stakeholder groups in an initial stakeholder analysis phase to better understand the policy landscape and answer questions about the Lottery-Selected Panel model.

### Healthy Democracy's Initial Stakeholder Analysis

- Compile a list of key stakeholder interests in collaboration with City staff (advised by subcommittees of the Fair Board and Council).<sup>1</sup>
- One-on-one meetings with key stakeholder representatives to assess policy context and introduce the Panel process.

### Informational Advisory Committee

#### 12 Weeks Before First Panel Session – Nomination and Selection

- City Council finalizes a list of key categories of stakeholder interests.
- Decide on a nomination and selection process for members of the IAC.
- Confirm nominations to the Information Advisory Committee, from as diverse an array of stakeholders as possible, including City and Fair staff and electeds.

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<sup>1</sup> The following are some stakeholder categories that may be considered for representation on the IAC, as brainstormed by City staff. This is by no means a complete list – only an example of the breadth of potential stakeholders to be considered.

- Ag Groups (4H, FFA, Farm Bureau)
- Neighbors
- Current Users/Leaseholders
- Business Groups — PDA/Chamber/Leads Groups
- Open Space/Parks and Rec Groups
- Family groups (e.g., Petaluma Mothers' Club)
- Residents at large
- Housing Advocates
- City Committees and Commissions
- Philanthropic Groups — Rotary, Kiwanis, Elks



- Select a representative to serve on the Informational Advisory Committee within each stakeholder category.

#### **10 Weeks Before First Panel Session – Onboarding**

- HD onboard individual members of the Informational Advisory Committee.

#### **8 Weeks Before First Panel Session – IAC Meeting 1**

- Introduction to the project; Update on Panelist selection; Generate Group Agreements; Review process plan for Phase 1 of Panelist work (information gathering).
- Begin brainstorming list of initial information and presenters to speak to the Panel.

#### **6 Weeks Before First Panel Session – IAC Meeting 2**

- Deliberate on initial information, stakeholders, and experts to present to the Panel.
- Prioritize and select initial information and presenters to speak to the Panel.

#### **4 Weeks Before First Panel Session – IAC Meeting 3**

- Begin generating additional background presenters and stakeholders to be included on the "Presenter Menu."
- Prioritize and select presenters to be included on the Presenter Menu
- Approve any substantial process changes for the Information Gathering components of Weekend 1.

#### **2 Weeks Before First Panel Session – IAC Meeting 4**

- Review the first section of Phase 1 Information Gathering process and make process change recommendations to HD staff.

#### **After the Final Panel Session – IAC Meeting 5**

- Review Panel's final recommendations; Answer any process-related questions or concerns; Debrief information selection process; receive an initial report from third-party evaluators; Identify opportunities to amplify the stature of the Panel; Optionally, meet with Panel Subcommittees upon request from either group.

## **d. Policies and procedures for Informational Advisory Committee**

**Authority:** As a group of balanced stakeholder interests representing a variety of perspectives on the policy topic, this Committee is tasked with selecting and recommending presenters that inform the Panel's deliberative process. It has three primary responsibilities, to be completed before and during the Panel process:

- 1) Select an initial group of presenters – background experts and stakeholders – who will present to the Panel during Phase 1 of the process.
- 2) Nominate additional presenters to be included on the "Presenter Menu", from which the Panel may choose to invite speakers during Phase 1.



3) Provide oversight and process feedback for Phase 1 of the process, including directing HD process designers to make high-level changes ahead of the Panel's first meeting.

**Membership:** The Committee includes representatives of key stakeholder groups. Formation of this group is determined by City staff and decision makers, in consultation with HD, with the goal of creating a diverse and well-balanced membership. Final membership of the Committee will be approved by the Fair Board and City Council no later than 12 weeks before the first Panel session.

**Selection:** For policy questions with complex stakeholder involvement such as the Fairgrounds, Healthy Democracy recommends selecting IAC members by lottery *from a pool of nominees* that is approved by decision makers. This will ensure that members are knowledgeable enough to fulfill their service to the Panel, while avoiding excessive political biases associated with hand-selecting individual members. In this model, members will be asked to represent the entire stakeholder category from which they are selected – for example, a member of 4H would be responsible for taking a wide range of agricultural interests into account in their committee service. The proposed nomination and selection process would proceed as follows:

1. Informed by conversations with subcommittees and stakeholders, City staff propose draft stakeholder categories and nominate organizations that fall under each category.
2. City Council reviews these proposed categories on Feb. 28 and performs a gaps analysis of categories and nominated organizations. Final stakeholder categories are approved by Council.
3. HD contacts nominated organizations to solicit individual representatives from each (and that individual's demographic information, as necessary for the selection process).
4. HD holds a lottery selection to choose an individual within each category, stratifying for demographic representation to the extent possible on two factors: gender and race/ethnicity.

**Meetings and Scheduling:** Meetings will be scheduled no less than two weeks in advance in consultation with Committee members and HD. Meetings will last approximately two hours every two weeks.

**Decision Making:** Most key decisions require super-majority support from the Committee, following the decision-making philosophy of the Panel itself: "aim for consensus, but don't force it." Elements where each representative on the Committee may submit information – e.g., the Presenter Menu – would not have the same requirement, in order to allow a wide diversity of views to reach the Panel.

**Conduct:** While the Committee meets for fewer hours than the Panel itself and cannot be expected to develop the same degree of deliberative quality, Committee members are asked to work respectfully across their differences and adhere to their group agreements (to be approved during Meeting 1).

**Representation:** In addition to being representative of diverse stakeholder interests, HD and City staff agree to consider demographic representativeness where possible in their selection of Committee members. While the selection process for this Committee cannot



guarantee the same degree of representativeness as the Panel itself, demographic diversity is a key consideration to ensure balanced perspectives on the policy topic. The Committee should publish its demographic composition according to the same factors reported by Panelists.

## e. Policies and procedures for Panelist selection

### Selection Overview

Selecting Panelists through a democratic lottery guarantees representation and helps to ensure that most Panelists are not likely to have been frequent participants in previous public decision-making processes.

The lottery selection for a Panel process generally commences approximately 10 weeks in advance of the Panel's first day. Here's how the process works:

- Mailings are sent to 5-15,000 randomly selected residential addresses.
- Any qualified<sup>2</sup> residents at those addresses may reply. This reply includes self-reported demographic information. Typically, the response rate for Panels in the United States is 2.5 to 3.5%.
- HD staff also distribute "golden tickets" to social service agencies, for distribution to folks without residential addresses.
- Meanwhile, HD staff develop demographic targets for the Panel to match, based on policies developed in advance with City staff and decision makers.
- A public Lottery Selection Event is held to select the Panel, as well as a number of alternates.
- Panelists are informed of their selection by HD's Panelist Liaison and provided with comprehensive support services.

### Selection Procedure

We propose the following selection method for this Panel, to be conducted by Healthy Democracy. Except where noted, these are HD's standard selection methods – and common across most practitioners in the field.

#### The Mailing

- An **invitation letter** is written and designed by Healthy Democracy, in close collaboration and agreement with City staff.

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<sup>2</sup> "Qualified" varies by project, but, typically, members of the public are qualified if they:

- Are at least 16 years of age, regardless of official citizenship or resident status,
- Primarily live at the address to which the mailing is sent (or have received a "golden ticket from a social service agency"),
- Are not a current or former elected official, and
- Are not a current City staff member.

One City also added "Are not a family member of [either of the last two bullet points]" and "Have not engaged politically on this issue before (e.g., written a letter of support, spoken publicly)," but we would not advise taking the exclusions this far. Note that, as part of their response forms, all respondents are asked to certify that they qualify by initially next to statements about each of these factors.



- The letter explains this unique democratic opportunity, the compensation provided, and the time commitment, among other relevant details.
  - An attached reply form requests demographic information. Replies are also accepted online. A phone number and staff are provided for those who may have questions or need personal assistance to complete their response.
  - Both the letter and telephone-based support will be provided in multiple languages, to be determined by City staff.
  - To prepare for multiple contingencies in light of the Covid-19 pandemic, the letter will include a survey question with multiple choices related to recipients' health and safety preferences.
  - An additional survey question on the letter will ask respondents their first language preference, in order to deliver appropriate interpretation services.
  - Due to the time constraints of this project, work on the letter will begin before final approval of this project.
- The invitation letter is sent as part of a **10,000-piece mailing** to randomly selected residential addresses in the City of Petaluma (supplied by the City's GIS staff).
  - A reminder may be sent, if necessary – either to all addresses or to a randomly selected subset.
- Meanwhile, Healthy Democracy – with advice from the City – contacts local social service organizations and works with them to **distribute a number of “golden tickets”** to their contacts who do not live at a residential address.<sup>3</sup>
- In the very rare case of a gap in respondent demographics that would not allow for a Panel to be selected that meets all demographic targets, Healthy Democracy or its partners **conducts additional targeted outreach**.
  - If the response rate is at least 2%, we do not expect this to be necessary.
  - If targeted outreach is used, we will still only accept respondents who live at the 10,000 randomly selected addresses or who have received a “golden ticket.”
- **Compile demographic targets** for the Panel, based on Census and other data. See Appendix B for further information.
- Specific to this process, HD, City staff, and advisors **determine whether the process will be held in-person, online, or both**, depending on current public health guidance and respondents' preferences.
  - Once this decision is made, only respondents who indicated a willingness to participate in the selected format will be eligible for selection.
- **Select 1,000 potential Panels** from among the letter's respondents.
  - Each of these potential Panels must satisfy the demographic targets.
  - This selection is done in advance of the Lottery Selection Event, using open-source software called [Panelot](#), developed by researchers at Carnegie Mellon and Harvard Universities.
  - Respondents are informed of which potential Panels they have been selected onto, so they can follow along during the Lottery Event to see if one of the Panels they're on is selected as the final (or alternate) Panel.
- **Conduct a public Lottery Selection Event**, where one of the potential Panels is chosen.

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<sup>3</sup> A further option: extend the “golden ticket” program to also include social service agencies who work with folks who may be much less likely to reply to the mailing, including folks who live in care homes without individual residential addresses, who are blind, who speak languages other than those into which the mailing is translated, and so on.





- A public lottery is held, where one of the 1,000 potential Panels is selected.
- A second Panel of alternates is also selected.
- This event typically also includes a presentation from City and process staff on the project, and serves as the press-friendly kickoff of the Panel.
- All personal Panelist data is kept fully anonymous during this event.

### After the Lottery Selection Event

- **Respondents are notified** within 4 days.
  - Those selected receive further instructions related to their involvement. Those not selected receive other information about how they can stay involved.
- The process' **Panelist Liaison reaches out to each Panelist**.
  - The Panelist Liaison is an HD staff member who acts as each Panelist's personal contact and concierge.
  - Substantial one-on-one time is spent in advance of the Panel's first day to help each Panelist feel prepared and comfortable on the first day of the Panel.
- Any selected **Panelists who decline to participate** – up to midday on the first day of the Panel – are replaced from the Panel of alternates, preserving the Panel's overall demographic profile as best as possible.
  - The attrition rate during this period can be substantial, as things come up in selected Panelists' lives or they better understand the commitment required. Substantial and regular personal check-ins from the Panelist Liaison (and sometimes other staff) help to mitigate this as best as possible and build excitement for the Panel.
- **Alternates are paid** to attend the first half of the first day of the Panel, so they can immediately be selected and called up in place of Panelists who fail to appear.
- After midday on the first day of the Panel, any Panelist who leaves the process is not replaced, as we feel they would have missed too much important time with the Panel.
  - Luckily, rates of attrition after the Panel is first convened are exceptionally low – typically between zero and two Panelists over the course of the entire process. This is due primarily to the Panel's immediate investment in its work, with the added bonus of payment.

## f. Policies and procedures for the deliberative process

### General Panel Policies

- Panelists are treated with the **respect** typically afforded to decision makers, even if their recommendations are only advisory.
  - This is a new paradigm of democratic engagement, where the Panel is in a position of honor and (to the extent possible) control of their own process and content.
  - The Panelists are the ones who are reflective of the local community, not HD or any other staff. They're the ones with the legitimacy.
  - As much as possible, project staff defer to Panelists. Process design is done for the purpose of transferring as much power as possible away from project staff and to Panelists.
  - These processes are deliberative, never extractive. We never use the word "participants" for a reason.





- To that end, our role is as **advisors or moderators, not facilitators**.
  - We are (at most) the tour manager of the orchestra, not the conductor or artistic director.
  - We are non-directive. We do not look for solutions or agreement; we help create the conditions where the Panel can (hopefully) do this themselves.
  - We are not there to police rules or teach anyone anything. We're there as support staff to the Panelists. But, importantly, we do uphold basic standards of respect – for each other in the process, for others outside the process, and for the process itself.
  - Moderators and Panelists are introduced to the ideas of power and oppression in group settings, of differential access typically present within political groups, of cognitive biases and tendencies, and of opportunities to model a more collaborative world within the process.
  - Moderators also help orient Panelists to the process, with as many rationales as possible. Panelists always deserve, at minimum, a “why” whenever being told anything.
- We design and work from a **concern for the process, not the content**.
  - We do not design content-specific processes, nor include content-related questions.
  - We do not engage in fact-checking; rather we create mechanisms for the Panel to be able to substantially evaluate information.
  - We may only intervene in a content-related way when a content-related comment contravenes the mutual respect the process requires – internally and externally.
- Our processes radically **prioritize access** for everyone – absolutely everyone.
  - In addition to Panelist stipends and reimbursements, staff are made available – and substantial staff time is budgeted – for providing Panelists with one-on-one preparation, comprehensive concierge and logistics services, tech support, and other personal attention before, during, and after the Panel's work.
  - All Panelists who require vision, hearing, or other accommodations are provided with them proactively and as-needed.
  - Our process designs emphasize access in myriad small ways, including always providing quiet work time in connection with verbal deliberation and always working to provide as many different engagement modes as possible (i.e., verbal, visual, written, kinetic).
  - All Panelists who speak a language other than English are provided with the interpretation and translation services they need to participate in the process.
  - During the ongoing Covid-19 pandemic, Panelists are given an option (in the initial invitation mailer) to participate in-person or online according to their safety needs. While we cannot accommodate all respondents, Panelists will only be asked to serve if the Panel format aligns with their preferred mode of participation.

## Transparency & Privacy

We work to push the bounds of open and transparent governance, while allowing for one important – and equally novel – exception: designated space for candid deliberation among Panelists.



## Specific Policies

- We provide as many materials publicly as possible, including posting all Panel-produced work and any new Panel-requested material to a project website.
- All in-person plenary sessions are live streamed.
- All in-person processes feature a public observation gallery that is open at all times the process is running.
- All Panelists, moderators, and presenters are required to use microphones during all plenary sessions of the Panel – for the benefit of observers, language interpreters, and those who experience difficulty hearing.
- No small-group sessions are amplified or broadcast. The general public and media observers are not permitted in close proximity to small-group tables (for in-person processes) or within small-group breakout rooms (for online processes).
- During in-person processes, all observers are kept at a distance from the Panel, and are subject to the same COVID protocols as Panelists and HD staff.
- Only first names of Panelists are ever used publicly (with the exception of a last initial, as needed).
- All personal information – including demographic info – of Panelists and partners is kept solely by HD in perpetuity, except when individual Panelists provide specific written permission otherwise. More specifically: no Panelist information is ever released to conveners, funders, government agencies, researchers, subcontractors, other project partners, other Panelists, the media, the public, or anyone else who is not a current HD staff member – except with the express opt-in written permission of the Panelist whose information is to be shared, and only then for the specific purpose for which permission was granted.
- Individual Panelists are not required to act as spokespeople for the process or to speak to the public or media, except when they specifically volunteer to do so.
- Panels are designed to not be subject to public meetings laws.
- Small groups are never fully private to Panel members. Most small groups are moderated by professional moderators, who are specifically trained to promote mutual respect and understanding of the process, while staying as impartial as possible to the content of deliberations.
- Maintenance of this process/content distinction is monitored by a Process Ombud (paid by the project), by independent third-party evaluators (not paid by the project or HD), and through periodic evaluations completed by Panelists themselves (and reviewed by evaluators and a subcommittee of the Panel itself).
- All content relevant to the policy question that is generated in small groups is filtered back into the full group process, so that Panelists' final ideas – while not their identities – are fully public.
- Panelists are empowered through the Process Oversight Subcommittee to raise and address any issues with the process that arise in small or large groups.
- HD commits to providing further explanation to absolutely anyone regarding its process design.
- HD commits to abiding by decisions made through the dispute-resolution process.

## Our Rationales

- One primary mission of Lottery-Selected Panels is to open our governance systems to the broadest possible public. We work to find new ways to do exactly what is so often avoided: to show everyone "how the sausage is made." We're proud of every part of our detailed designs and internal policies, and we hope to inspire others to do



the same. We must embrace and respond productively to public scrutiny if we genuinely aim for a different kind of politics.

- This said, we also recognize that openness cannot be considered in isolation. And we have all seen traditional political bodies – where policy discussions are almost always in full public view – often come with unintended consequences. Ironically, well-intentioned public meeting laws can sometimes be counterproductive to a larger goal of openness. They often encourage meetings that are theoretically and superficially open but not practically so. More specifically:
  - First, traditional public meetings have a chilling effect on who is willing to participate: typically only those with prior political experience, with a confident political voice, and with high degrees of social privilege.
  - Traditional public meetings also have a chilling effect on how participants engage. Participants are more likely to “play to the camera,” to be highly calculated in their speech, or to simply not participate fully for fear of reprisal.
  - What’s more, when there is no accepted and organized space for private negotiation, this rarely means that negotiations are public. Rather, the candid policy conversations necessary to move toward agreement are “driven underground.” They still happen; they just happen informally and without any oversight whatsoever.
- To address these outcomes, we must have designated political spaces where members of the community can work through ideas in some level of safety together. Courtroom juries operate on this premise – and for many of the same rationales mentioned above. In our processes, the privacy of small group sessions allows Panelists to have substantial in-process time to speak candidly with each other and to work through difficult issues before those ideas are subjected to public scrutiny.
- Panels are created to be supportive spaces where members of the public can authentically learn and contribute without becoming public figures subject to political pressures that they may not have the time, experience, or comfort to manage.
- With all of this in mind, we also want in no way to replicate our current political systems, which – in spite of public meeting laws – often only provide glimpses into policy negotiations either when details are strategically leaked to the press or when a decision is all but finalized. Our policies above relating to the periodic public sharing of content coming out of small groups, as well as the monitoring mechanisms over small-group process periods, attempt to directly address this concern.
- The public must know how processes work to have trust in them. Therefore, our default must be transparency. And where we believe theoretical openness conflicts with practical openness, we must justify our rationale in detail.

## Panel Subcommittees

For the purpose of further realizing our goal of Panel autonomy, we propose the following Panel subcommittees, where the Panel will have the opportunity to act as its own staff members, make certain decisions, and speak for itself with the public and decision makers.

- **Public Outreach Committee:**
  - Work with HD and City PR staff to tell the story of Panelists and their experience to a general public audience.
  - Liaise with members of the media, as appropriate.
  - Advise on the creation of materials that explain the process to the community.



- Assist in the design of public events and public engagement opportunities in connection with the process.
- [Refer to Section 5d for additional Public Outreach Committee opportunities.]
- **Policy Impact Committee:**
  - Liaise with City staff and elected public officials to ensure the Panel has substantial impact on future decision making.
  - Provide proofreading of the Panel's written reports, for the purpose of maximizing the readability – and therefore impact – of the Panel's policy recommendations. (Note that this subcommittee may not change the original meaning of the text, and that all edits must receive final approval from the full Panel – or from the text's original author, as appropriate).
  - Represent the Panel at Council and other public meetings, present the Panel's principles and policy recommendations, and answer questions about the thinking behind them (any Panelist may opt out of speaking publicly).
  - Follow and evaluate the policy impact of the Panel's work.
- **Process Committee:**
  - Make key high-level process decisions in collaboration with HD staff.
  - Review process mandates, time allotments, and activities for clarity and effectiveness.
  - Act as first point of contact for any concerns or disputes raised related to the Panel process, with the authority to directly determine a resolution (by supermajority) or call together a broader stakeholder group (outlined in Section 4d. Dispute Resolution Methodology).
- **Evaluation Committee:**
  - Liaise with independent evaluators, as desired.
  - Review end-of-day Panelist surveys and make recommendations to the Process Committee and HD staff.
  - Conduct additional surveys or evaluation strategies to measure effectiveness of the process, staff, and any other components determined by Committee members to be important.
  - Optionally, advise the City on general public engagement strategies, based on the experience of this Panel.

## Language Services

Simultaneous interpretation services will be available for any Panelist who speaks a language other than English. All written materials will be translated into all languages spoken within the Panel. In-process language service provision will depend on responses from potential Panelists to the initial invitation mailer. [See additional notes on language access for the broader community in Section 5e.]

## g. Panel process overview

The outline below lists some of the activities within each phase of the deliberative process. Note that this outline is not comprehensive and neither represents the sequence of activities within each phase nor suggests anything about the amount of time allotted to each activity.



As part of the process design, Healthy Democracy will develop a highly detailed Process Manual, which will be responsive to process direction from the Informational Advisory Committee (during Phase 1) and the Panel's Process Subcommittee (after Phase 1). A minute-by-minute agenda will be published publicly for each meeting of the Panel.

## Weekend 1

- Phase 1: Information Gathering
  - Onboarding/orientation to this Panel process
  - Orientation to the policy-making process and requirements
  - Understanding the context around this question
  - Substantial Panelist lived experience exploration
  - Understanding of stakeholder positions
  - Background presenters
  - Gaps analysis & selecting additional presenters

## Between Weekends 1 & 2

- Additional Informational Inputs
- Presenters selected by the Panel
- Synthesis of information
- Initial exploration of site-specific and community values

## Weekend 2

- Additional presenters selected by the Panel
- Gaps analysis and possible feedback loop with stakeholders (to assist the Panel in gaps analysis)
- Additional synthesis of information
- Phase 2: Values
  - Building on values exploration started in Phase 1, continue community values deliberation
  - Site-Specific Values
  - Brainstorm potential site uses
  - Explore tradeoffs and tensions between possible site uses
  - Robust deliberation on principles – brainstorming, sorting, editing, consolidating, and prioritizing
  - REPORT: *Principles*
- Phase 3: Site Options/Pathways (non-judgemental phase)
  - Expand on brainstorm of potential site uses
  - Robust questions generation about options and pathways

## Between Weekends 2 & 3

- Identify missing options and gather information on the context for different options – with support from City staff, stakeholders, and the public
- Sorting, editing, and consolidation of options

## Weekend 3

- Phase 4: Vision
  - Substantially deliberate on the site options/pathways identified in Phase 3
  - Prioritize options and collect packages of options together
  - REPORT: *Pathways* – Preferred futures for the Fairgrounds property.



- Phase 5: Visualization
  - Visualize different whole-site options, through multiple feedback loops with designers, artists, and technical experts
  - Borrow from a charrette-style format of three or more rapid feedback loops
  - Allow for the last-minute input of missing considerations and/or policy options, before the door is closed on the introduction of new material to the process
- Phase 6: The Plan
  - The start of this phase marks a hard line in the process – the door is now closed to other options
  - Alternatives analysis
    1. Feedback loop with stakeholders – what are the impacts of these alternatives
    2. Feedback loop with City staff – financial / public works / planning / regulatory impacts
  - Typical alternatives analysis process from here to the end:
    1. Iterative small groups
    2. Drafting, refining, editing
    3. Prioritizing
    4. Back to inter-proposal negotiation
    5. More prioritizing
    6. More refining and editing
    7. Final approval
- REPORT: *Final Report* – Released on the final day of the Panel, at a public event, featuring a presentation by the Panel itself.
- Post-Report Phases: check-ins by the Panel [see Section 3i] with progress from the City on the project, to ensure its recommendations are being faithfully represented through the rest of the Fairgrounds decision-making process

## h. Deliverables from the Panel

The Panel will author at least three documents, which we have temporarily titled and placed within the overview of the Panel's process above. These reports will include (but may not be limited to):

### 1. Principles

A prioritized list of overarching values, decision-making criteria, key interests, and important activities that any final recommendation should take into consideration. Principles will be ordered using a multidimensional prioritization mechanism (e.g., star voting).

### 2. Pathways

An outline of the possibilities and visions for the Fairgrounds site, including options considered and rationales based on lived experience and outside evidence. As above, elements of this report will be prioritized and otherwise evaluated by all Panelists..

### 3. Final Report

The Panel's final recommendations, including preferred Fairgrounds land use(s) and rationales, dissenting opinions, supporting details, and any additional material the Panel or its Subcommittees may decide to publish.





## Panel Deliverable Policies

All Panel deliverables will be authored exclusively by Panelists, without intervention or suggestion by HD staff, City staff, or any other non-Panelist. In addition, all editing – up to and including typos – will be done exclusively by Panelists, with no editing done by staff or any other non-Panelist.

Panelist reports will be presented as written to the public as soon as they are completed and approved by the Panel for distribution. Neither HD staff nor anyone other than the Panel in aggregate may delay the release of a Panel report for any reason.

Any attempts to direct, edit, delay, or otherwise compromise the Panel's independent work should be reported to the Panel's Process Subcommittee and dealt with through the Panel's Dispute Resolution process, as outlined in this document.

In view of the importance of non-majority views – even those of one person – Panel reports are created through a process of nondestructive addition and editing, with less-favored ideas dropping to the bottom of the report, rather than being eliminated. To accomplish this, we design processes that use prioritization mechanisms wherever possible, rather than simple yes/no voting. Only in cases where proposals are in direct conflict, or where a single recommendation is necessary will a simple vote be used.

The formatting of all public Panel reports will be created by Healthy Democracy and approved by the Panel's Policy Impact Subcommittee. Any explanatory preamble or other text on a report will be written by Healthy Democracy, clearly marked as such, and approved by the Policy Impact Subcommittee.

### i. Follow-up activities by the Panel following its Final Report

Although the Panel's primary deliverables will be completed with the release of its Final Report, we recognize that mid-2022 will only fall part way along the larger decision-making process on the future of the Fairgrounds. Accordingly, this proposal ensures that the Panel can continue to speak on behalf of its own recommendations, not mediated by staff or others, for the duration of the decision-making process. Moreover, it ensures that the Panel can continue to respond to further developments later in 2022, right up until final decisions are made.

To this end, we propose a budget that includes an additional 15 hours of Panelist work time after the release of its Final Report – including all the same associated costs as during its primary period of work (Panelist stipends, reimbursements, process design, professional moderation, etc.). These additional hours will be completed over the course of several to-be-determined sessions between the release of the Panel's Final Report and the Council's final decision on the Fairgrounds property.

Although we cannot predict at this time how these 15 hours would best be utilized, we can imagine these hours being used:

- By the full Panel, to provide further clarity or detail to its recommendations as the policy conversation develops.
- By the full Panel, to review key questions, policy alternatives, and/or other topics, which surface after the Final Report is released.



- By the Subcommittees, to conduct further public outreach, speak directly to decision makers, and/or provide the City further engagement advice stemming from the Panel's experience.

All decisions related to the use of these 15 hours will be made by the Panel's Process Subcommittee and Policy Impact Subcommittee, in consultation with HD staff, HD Program Advisors, City staff, and the full Panel.

## j. Independent evaluation

Like all Healthy Democracy Lottery-Selected Panels, this process will be evaluated by third-party observers. These observers will be either academic deliberation researchers or staff from fellow deliberative practitioner organizations, either in the United States or abroad.

These evaluators may produce, if they wish, their own independent reports about the process, not subject to review by Healthy Democracy or the City.

Evaluators will communicate directly with members of the Panel's own Evaluation Subcommittee.

All evaluators will be independently funded – not funded by the project's budget, by Healthy Democracy, or by the City.

Healthy Democracy staff will invite potential evaluators to observe the project and ensure that some evaluators are present. However, any qualified academic or practitioner evaluator is welcome to contact HD staff about this opportunity. All evaluators must receive prior approval and orientation from Healthy Democracy in advance of the Panel's first day. Evaluators will be approved if qualified in deliberative evaluation and as long as space permits, but without bias toward prior statements or work.

As is our standard policy, Healthy Democracy guarantees evaluators will be provided with full access to the process, including but not limited to:

- Access to the complete Process Manual and all materials given or shown to the Panel.
- Access to any other internal materials created by Healthy Democracy related to the project, upon request – with the exception of materials containing personal demographic or contact details.
- Access to internal planning and design meetings, as feasible.
- Access to closely observe all Panel sessions, including all small-group work, from within the Panel's domain (i.e., not only from the public gallery).



## 4. Roles, Responsibilities, and Authority

### a. Roles, responsibilities, and areas of final authority

This represents the proposed division of work between the City, Healthy Democracy, the Panel, and the Informational Advisory Committee.

	City of Petaluma	Healthy Democracy
<b>Areas of Final Authority</b>	<ul style="list-style-type: none"> <li>Minor and/or urgent <b>content-related updates</b> during the Panel, in consultation with process staff and according to the high-level guidance of the IAC.</li> <li>Substantial <b>written response</b> to the Panel's reports.</li> </ul>	<ul style="list-style-type: none"> <li>Details related to <b>Panelist selection</b> methodology, beyond the policies in this proposal.</li> <li>Minor <b>logistics-related</b> decisions related to the process.</li> <li>Minor and/or urgent <b>process decisions</b> during the Panel.</li> <li><b>Moderation</b>-related process decisions, including adding or removing an assistant moderator or adjusting moderation methods.</li> </ul>
<b>Pathways to Impact</b>	<ul style="list-style-type: none"> <li>Identify a <b>concrete topic</b> to be reviewed, through a participatory process.</li> <li>Build <b>political support</b> among decision makers to ensure the Panel's recommendations have a pathway to impact.</li> <li>Commit to producing a <b>formal, substantive response</b> to the Panel's recommendations.</li> <li>Facilitate opportunities for Panelists to <b>speak with decision makers</b> and to be involved in ongoing public engagement.</li> <li>Lead on all <b>political concerns and relationships</b> with others in the City.</li> <li>Be a visible <b>cheerleader of the process</b> – not of any particular potential results but of the process itself.</li> </ul>	<ul style="list-style-type: none"> <li>Consult on selection of a <b>policy question</b> that is specific and fitting for deliberation.</li> <li>Advise on the use of <b>feedback loops</b> throughout the process.</li> <li>Produce and distribute the Panel's <b>self-authored Final Report</b>, accompanied by an explanation of the process by HD.</li> <li>Support the City's <b>follow-up with Panelists</b> after the Panel concludes, including helping to coordinate Panelist attendance at Council meetings.</li> </ul>
<b>Process</b>	<ul style="list-style-type: none"> <li>Suggest high-level, easy-to-understand <b>background information</b> on the policy question in the Panelists' welcome packet (for approval</li> </ul>	<ul style="list-style-type: none"> <li>Provide professional, <b>customized process designs</b> tailored to the characteristics of this policy-making context (though not to any particular policy question).</li> </ul>



	<ul style="list-style-type: none"> <li>by the IAC).</li> <li>Consult on <b>key process design</b> decisions.</li> <li>Support HD's <b>stakeholder analysis</b> by suggesting stakeholder categories and contacts.</li> <li>In consultation with the Fair Board, identify stakeholder categories to be represented on the <b>IAC</b> and nominate potential individuals within these categories.</li> <li>Provide access to <b>staff support</b> for Panelist questions throughout the deliberation.</li> <li>Act as <b>liaison</b> with staff presenters, technical experts, &amp; other City staff to prepare them for their role in the Panel.</li> <li>Support <b>coordination of presenters</b>, following requests from the IAC (initially) &amp; the Panel itself (later), in coordination with Presenter Selection Support subcontractors (at an academic institute).</li> </ul>	<ul style="list-style-type: none"> <li>Engage in <b>continuous redesign and improvement</b> in response to feedback from Panelists, advisors, and partners.</li> <li>Lead the <b>process team</b> and act as primary representative of the process design before, during, and after the deliberations.</li> <li>Recruit and train all <b>moderators</b> and other support staff.</li> <li>Act as <b>liaison</b> with non-City presenters.</li> <li>Lead on <b>project management</b> for the Panel process.</li> <li>Work with the City to conduct initial <b>stakeholder analysis</b>.</li> <li>Consult on the selection process for IAC members, and convene and facilitate <b>IAC meetings</b>.</li> </ul>
<b>Logistics</b>	<ul style="list-style-type: none"> <li>Provide direction and oversight of <b>Panelist selection</b>, conducted by HD.</li> <li>If online: possibly assist with <b>IT support</b>.</li> <li>If in-person: assist with <b>venue and other on-the-ground</b> support.</li> </ul>	<ul style="list-style-type: none"> <li>Lead on logistics, including <b>scheduling and on-the-ground</b> preparations.</li> <li>Deliver all aspects of <b>Panelist selection</b>.</li> <li>Deliver all aspects of <b>Panelist care</b>.</li> <li>Lead on <b>technical concerns</b> (both hardware and software), with assistance from the City when possible.</li> </ul>
<b>Accessibility</b>	<ul style="list-style-type: none"> <li>Advise on appropriate <b>facilities and/or online platforms</b> for hosting the Panel and its related functions.</li> <li>Provide <b>explainers and/or training</b> to help Panelists work with technical policy language and concepts.</li> <li>Advise on the procurement of</li> </ul>	<ul style="list-style-type: none"> <li>Pay all Panelists <b>\$20/hour</b> for their time.</li> <li>Arrange the distribution of funds and materials to <b>reduce barriers to participation</b>, including transportation, lodging, childcare, elder care, tech support, and equipment.</li> <li>Coordinate translation of materials,</li> </ul>



	<p><b>language services.</b></p> <ul style="list-style-type: none"> <li>Assist with any <b>special outreach</b> necessary to the selection process, such as contacting social service agencies to invite community members without residential addresses.</li> </ul>	<p>simultaneous <b>interpretation</b>, and any other language services.</p>
<b>Staffing</b>	<ul style="list-style-type: none"> <li>Appoint <b>project support staff</b> to support the coordination of logistics and informational inputs.</li> <li>Appoint <b>communications support staff</b> to collaborate on promotion and outreach efforts.</li> <li>Appoint <b>planning, legal, and/or design staff</b> to workshop technical options and proposals with the Panel.</li> </ul>	<ul style="list-style-type: none"> <li>Provide <b>logistics staff</b>, including Panelist care and logistics lead.</li> <li>Provide Panelist <b>tech support, Zoom management</b> (if online), and presenter liaison.</li> <li>Provide <b>process staff</b>, including professional moderators, lead process advisor, and ombud.</li> <li>Contract <b>independent academic institute</b> to schedule and liaise with presenters.</li> </ul>
<b>Communications</b>	<ul style="list-style-type: none"> <li>Prepare <b>communications staff</b> in advance of the process.</li> <li>Conduct <b>ongoing promotion</b> of the selection process and the Panel's work through regular outreach channels.</li> </ul>	<ul style="list-style-type: none"> <li>Conduct <b>ongoing promotion</b> of the Panel's work, including maintaining a public project page, creating outreach materials, liaising with media about process questions, and distributing the resulting report(s).</li> </ul>
<b>Oversight &amp; Evaluation</b>	<ul style="list-style-type: none"> <li>Receive and publish <b>reports</b> from third-party evaluators.</li> <li>Advise on the creation and coordination of the <b>IAC</b>.</li> <li>Collaboratively develop and implement additional <b>evaluation protocols</b>, if desired.</li> </ul>	<ul style="list-style-type: none"> <li>Distribute <b>surveys</b> at the end of each day and upon the Panel's conclusion.</li> <li>Take <b>process design feedback and direction</b> from the IAC and the Panel's Process Committee.</li> <li>Find, orient, and coordinate a team of <b>independent evaluators</b> (academic researchers or peer practitioners) to observe Panel sessions.</li> <li>Coordinate team of <b>Program Advisors</b> – composed of former Panelists, moderators, and deliberative experts – to advise on key process decisions.</li> <li><b>Lead debriefs</b> with process staff and IAC members.</li> <li>Receive and publish any reports created by <b>third-party evaluators</b>.</li> </ul>



The Panel		Informational Advisory Committee (IAC)
<b>Areas of Final Authority</b>	<ul style="list-style-type: none"> <li>• All <b>writing and editing</b> of reports.</li> <li>• High-level <b>process decisions</b> following the information gathering phase.</li> </ul>	<ul style="list-style-type: none"> <li>• Approve all <b>informational inputs</b> to the Panel, including the welcome packet, presenters, and options on the 'Presenter Menu'.</li> <li>• High-level <b>process decisions</b> related to the information gathering phase of the process.</li> </ul>
<b>Pathways to Impact</b>	<ul style="list-style-type: none"> <li>• The Panel's Policy Impact Committee works with City staff and decision makers to <b>promote their Final Report and process</b>.</li> </ul>	<ul style="list-style-type: none"> <li>• None.</li> </ul>
<b>Process</b>	<ul style="list-style-type: none"> <li>• <b>Engage in good faith</b> in information gathering and deliberation.</li> <li>• Uphold <b>group discussion agreements</b> in all small and large group work.</li> </ul>	<ul style="list-style-type: none"> <li>• Review and approve high-level <b>process outline</b> for the information gathering phase – or work with staff to amend the process to reach approval.</li> <li>• Select an initial group of <b>background presenters</b> to speak to the Panel.</li> <li>• Select additional presenters for the <b>Presenter Menu</b>.</li> </ul>
<b>Logistics</b>	<ul style="list-style-type: none"> <li>• Coordinate all necessary personal travel and arrangements with external parties (including work, school, and family) to <b>ensure full participation</b> in the Panel process.</li> <li>• Arrive on time and <b>ready to engage</b> in all Panel work time.</li> </ul>	<ul style="list-style-type: none"> <li>• Respond to scheduling emails and <b>attend all meetings of the IAC</b>.</li> </ul>
<b>Accessibility</b>	<ul style="list-style-type: none"> <li>• <b>Communicate needs</b> for accommodations (interpretation services, child/elder care, transportation, etc.) to program staff.</li> </ul>	<ul style="list-style-type: none"> <li>• None.</li> </ul>
<b>Staffing</b>	<ul style="list-style-type: none"> <li>• Serve on one of four <b>task-specific committees</b> throughout the process [see section 3f].</li> </ul>	<ul style="list-style-type: none"> <li>• None.</li> </ul>
<b>Communications</b>	<ul style="list-style-type: none"> <li>• The Panel's Public Outreach Committee works with</li> </ul>	<ul style="list-style-type: none"> <li>• None.</li> </ul>

communications staff to **promote the Panel's work** and share their experiences with the broader community.

#### Oversight & Evaluation

- The Panel's Process Committee approves of **high-level process outline** for the deliberation phase – or work with staff to amend the process to reach approval. Monitor and approve any high-level changes to this portion of the process, as it moves forward.
- Monitor and approve any **high-level changes** to the information-gathering phase of the process.
- **Debrief** Panel process and meet with Panel Subcommittees, if requested by either party.

### b. Expectations for relationships between parties

Healthy Democracy will work in close collaboration with City staff during regular meetings to be scheduled by project partners throughout the project's duration. Each party will provide regular updates on their areas of responsibility and authority. Subsets of program-specific, logistics-specific, and communications-specific staff members may choose to schedule additional meetings on an as-needed basis.

HD and City communications staff will work together to develop a system of approval to efficiently and effectively share social media campaigns and website content. Both the City and HD will designate a team of 2-3 staff members to approve information for public release by the other party on project websites and press releases. Proposed material should be responded to within 2 days. Alternatively, HD and City communications staff will develop a shared folder of pre-approved social media posts and website content. The communications teams will have a minimum of a half-hour meeting every other week to check content and create a shared vision for the coming weeks.

City staff will work closely with public officials, stakeholders, and the broader public, and provide updates on an as-needed basis to HD staff and the IAC.

The Informational Advisory Committee will work primarily with HD staff in regularly scheduled meetings to fulfill its commitments to the Panel process. Members of the IAC may maintain individual relationships with HD staff and/or City staff to support their Committee participation, as long as these interactions do not result in preferential treatment of any particular stakeholder interest.

The Panel's primary points of contact will be HD staff and contract moderators. All questions related to logistics, the process, and Panelist participation should first be addressed by HD staff.

### c. Expectations for conduct by each party

All parties will act in accordance with the terms of the project contract and strive to abide by standard group agreements that guide Panelist deliberation (see Appendix A). All attempts will be made to address concerns and resolve disputes internally first, then through direct



communication with project partners, and finally through a formal dispute resolution process or contract renegotiation (see Section 4d).

## Independence of Process

To maintain the integrity of the process, we believe it is important that process and content are independent of each other. This is for the sake of reducing both actual and perceived bias, and improving overall public credibility. In practical terms, this means:

- Process staff design and deliver a process that is content-agnostic, under oversight from the Informational Advisory Committee and Panelist Process Subcommittee.
- City staff consult on process design but do not hold final process decision-making power.
- City staff, stakeholders, and elected officials will not contact Panelists directly. All Panelist communications should be directed through Healthy Democracy staff to protect Panelist privacy.

Fully third-party (i.e., not paid by the project budget, by HD, or by the City) academic evaluators will provide an additional layer of projection to the project's credibility.

## d. Dispute resolution methodology

### For Conflicts or Concerns Related to Project Management

If a project partner becomes unable to fulfill any aspect of their commitment or is dissatisfied with work done by the other party, they may first request a meeting to discuss the concern and attempt to resolve it themselves. If no resolution can be reached, both parties will decide whether to hire a professional mediator for a set duration of time or amend or terminate the contract (according to procedures outlined in that document).

### For Conflicts or Concerns Related to the Process

Any community member, including Panelists and project partners, may raise a concern or conflict to be considered by the following parties, escalating as-needed in sequential order until a resolution is reached:

- a. HD staff, to present rationales and clarifications for process design choices.
- b. The Panelist Process Committee,<sup>4</sup> to offer a resolution (to the parties) or process change (to HD). The Process Committee may exercise final decision-making power with a super-majority, or if they prefer, may direct the matter to the next level of escalation.
- c. An ad-hoc group of project partners and stakeholders, to offer a resolution (to the parties) or process change (to HD). This group includes two representatives from each of the following groups: HD staff, the City, the Panel Process Committee, and the IAC. If the conflict or concern reaches this group, they must exercise final decision-making power with a super-majority.

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<sup>4</sup> Panelists may recuse themselves if they identify a conflict of interest with the conflict or concern.



## 5. Public Outreach and Communications

### a. Definitions and talking points

- What Is a Lottery-Selected Panel?
  - This is a different kind of democratic process. A Lottery-Selected Panel brings together a group of everyday people to examine an important public issue. These are residents just like you, who are randomly selected but also reflective of the general public, in terms of age, gender, location, race, and other factors. They're like a city in one room. These Panels are professionally facilitated and follow a structured process to ensure fairness and productivity. They are designed to reduce the influence of political bias and instead put the focus on collaborative problem solving and evidence. Academic research has shown that they handle complex policy questions effectively and fairly.
- What are the principles that guide this kind of process?
  - Inclusivity: Proactive, invitation-based recruitment methods and accessibility-driven design bring entirely new voices to the table.
  - Representation: Lottery selection guarantees representation across a uniquely broad set of demographic diversities – "a city in one room."
  - Integrity: Independent evaluation and oversight drives research-based process design and continuous improvement.
  - Collaboration: Skillfully moderated discussions ensure thorough comprehension of the issue, respectful exchange, and thoughtful decision-making.
  - Empowerment: Panelists have full authority over their process and the support to impact real policy decisions.
- What is lottery selection and how are Panelists selected?
  - Lottery selection ensures that all of us have a place in public decision making. Ten thousand letters are mailed out to randomly selected residential addresses inviting residents to participate in the Panel. Of those who respond, a Panel is selected that represents the unique demographic characteristics of that community.
  - Additional Panelists who may not live at an address are selected via "golden tickets" provided to social service agencies.
- What are the benefits of lottery-selected deliberation?
  - Boosts diversity in civic participation and increases access for historically marginalized groups.
  - Surfaces previously untapped ideas, and encourages effective policy co-production.
  - Promotes evidence-driven public discourse, and showcases a more cooperative politics.
  - Fosters ownership over public decision making and enhances mutual trust in governance.
- How does this process deliver equality?
  - This approach works towards equal participation in three primary ways: 1) community members have an equal opportunity of being invited to serve; 2) Panelists reflect, at a minimum, several demographic diversities of their communities; and 3) deliberation creates an inclusive environment in which everyone's participation is equally supported and encouraged.





- How can this process move towards equity?
  - Equality is only a minimum guarantee, but often doesn't go far enough to counteract historical underrepresentation and marginalization of specific groups. Panels can integrate equity through selection targets, interactions with stakeholder groups, and in-process support for Panelists.
- How does Healthy Democracy ensure that the process is inclusive of all perspectives?
  - Although bias is a natural human condition, we strive for a process that minimizes unproductive political bias. The process follows an evidence-driven structure that fosters problem-solving that goes beyond partisanship. Our professional moderator teams are specifically trained to balance participation, manage power imbalances, and put Panelist autonomy first, assisting them to make their own informed decisions.
- What is deliberation?
  - Deliberation involves carefully weighing different options, access to accurate, relevant, and diverse information, and participants finding common ground to reach shared recommendations.
    - Most processes start with an information gathering session: The Panel interviews dozens of background experts and stakeholders, and conducts its own research on the topic at hand. With external support, Panelists filter information and conduct gaps analyses to ensure information is strong, reliable, and reflects many perspectives on the issue.
    - Then, Panels move into the deliberation phase: Panelists define decision-making criteria, consider potential policy options, and prioritize alternatives through extensive discussions over multiple days. Panelists spend most of their time in small groups with trained professional moderators. Meticulous process designs enable collaboration between iterative small and large groups.
- Where else is this model being used?
  - Around the world, governments are employing Lottery-Selected Panels – often called Citizens' Juries or Citizens' Assemblies – to put people at the center of governance.<sup>5</sup>
  - Healthy Democracy has designed and convened panels in five U.S. states and three countries since 2008. We are best known for Oregon's Citizens' Initiative Review (CIR), which is one of the most researched deliberative processes in the world and was one of the first modern lottery-selected processes institutionalized in government.
- How is this different from a typical community advisory committee?
  - **Selection Process:** As explained above, the selection process brings new and diverse voices into the public decision making process.
  - **Inclusivity and Accessibility:** Since randomly selected Panels include folks from many walks of life, universal accessibility is emphasized. Panelists are paid a stipend and reimbursed for transportation, childcare, and eldercare. Both the in-room process and out-of-room logistics seek to accommodate

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<sup>5</sup> For more information about how lottery-selected deliberative processes are gaining traction internationally, see [Innovative Citizen Participation and New Democratic Institutions](#) (OECD, 2020).





Panelists' specific needs, providing support services such as translation and assistive technology and adapting to differential learning styles. In online processes, transportation and child/eldercare reimbursements are joined by technology and hot-spot internet access, as needed.

- **Stakeholders involvement:** As explained above, they help ensure the Panel has access to balanced, high-quality information about the policy question. While they are an essential component of the process – as advisors and collaborators – they are not leaders nor the loudest voices in the process.
- **Panel Autonomy:** Although it only offers recommendations, the Panel is treated more like a council, commission, or other decision-making body than a typical advisory committee. Staff serve the Panel in supportive, rather than directive, roles.
- **Evidence Driven:** The Panel gathers an unusually wide range of evidence. In addition to stakeholders, the Panel hears from staff and non-staff expert presenters, has ample time to review documents and question all presenters, and may call its own presenters. It may also receive other public engagement inputs – including survey data, listening sessions, walking tours, etc. – or hold open public workshops.
- **Deliberative:** The Panel engages in lengthy deliberations around basic values and principles before delving into any policy solutions. These discussions seek mutual understanding and shared goals, but they do not force consensus. The process is professionally moderated and follows a detailed design established in advance, while remaining flexible to the Panel's needs.
- **Built-In Feedback Loops:** The Panel engages in multiple in-depth feedback loops with technical staff, to review proposed policies in detail and work with staff to apply its principles.
- **Outcomes:** The Panel's output is therefore substantial, including both: criteria on which it believes any decision should rest, and detailed policy proposals (or a review of existing proposals).
- Can everyday people really make quality decisions about technical policy questions?
  - When everyday folks from all walks of life have access to quality, balanced information, sufficient time, and skilled facilitators, they can find common ground and make sound recommendations on even the most complex policy issues. Lottery-selected deliberative panels have considered topics as complex as financial planning for a large city, locating a new hospital, and dealing with nuclear waste.

## Petaluma-Specific Talking Points

- Who is conducting the Petaluma Fairgrounds Advisory Panel and why?
  - This program is a partnership between the City of Petaluma and an Oregon-based, nonpartisan nonprofit called Healthy Democracy, which works to find new ways for the public to participate in decision-making. Healthy Democracy has more than a decade of experience in designing Lottery-Selected Panels. They are best known for the Citizens' Initiative Review, where randomly selected state residents evaluate ballot measures and provide voter information for the state voters' pamphlet.
- Who will fund the Petaluma Fairgrounds Advisory Panel?
  - The Petaluma Fairgrounds Advisory Panel will be funded by the City of Petaluma. In addition to providing the City with advice on this important topic,



this project will help develop a new model for public involvement in City planning. It is the first of its kind in California – Petaluma would be making history.

- How will stakeholders be involved in the Petaluma Fairgrounds Advisory Panel?
  - Stakeholders and interest groups will be vital to this process, even though they do not sit on the Panel itself. Rather, a wide selection of stakeholders will sit on the Informational Advisory Committee, which will provide introductory information to the Panel, an introductory set of presenters, and a menu of potential additional presenters. Stakeholders who do not participate in the IAC will have other opportunities to interact with the process – for example, by presenting to the Panel or offering feedback in workshops with Panelists.
- Who will be on the Petaluma Fairgrounds Advisory Panel?
  - The Panel will reflect a microcosm of the community – in terms of several demographic factors. The Panel will be composed of 36 residents. Panelists will be randomly selected from among those who reply to an invitation letter, which will be sent to 10,000 randomly selected residential addresses.
- What will Panelists receive for serving on the Petaluma Fairgrounds Advisory Panel?
  - Panelists will be compensated for their time, with a stipend equating to \$20/hr. A Panelist serving for all 102 hours of the Panel will have received \$2,040 in total pay.
  - Panelists will be provided with logistics assistance and reimbursed for transportation costs. Panelists will also be reimbursed for child/elder care expenses, as needed. For online sessions, Panelists will receive one-on-one tech support, as well as loaner technology and internet hotspots, as needed. We aim for everyone to be able to participate, regardless of personal situation or technological comfort.
  - Panelists will be provided with high-quality lunch, drinks, and snacks during the Panel's in-person work sessions, sensitive to Panelists' dietary preferences.
  - Panelists will gain in-depth expertise on the topic at hand.
  - Panelists will be provided with support services, such as translation, interpretation, and assistive technology, and a process that adapts to different learning styles.
  - And most of all, Panelists will take part in a one-of-a-kind experience in democracy – the opportunity to work with fellow residents to directly influence policy.
- Can more than one person reply from each household?
  - Absolutely. In fact, we encourage all available members of the household, aged 16 and up, to reply. No two members from the same household will be chosen, but the more replies, the more representative the Panel will be.
- If I'm not selected, how can I still be involved in the Fairgrounds visioning process?
  - There will be opportunities for the broader community to provide input and have their voice heard throughout specific points in the process. Engagement activities will be carefully designed to capture input that will help the Panel deliver informed recommendations to decision makers. Engagement activities may include workshop events, community input surveys, a digital storytelling exhibit, and more. Specific details on broader community engagement activities can be found in the Communications and Engagement Activities section of the Community Input Plan.



- Why can't anyone decide to participate in the Petaluma Fairgrounds Advisory Panel?
  - Lottery-Selected Panels offer an innovative way of bringing new voices to engage in public processes. While everyone has an equal *chance* of receiving an invitation to join, self-selection alone tends to privilege voices that already have the most access. The Petaluma Fairgrounds Advisory Panel will be accompanied by many other public engagement opportunities in which any community member can make their voice heard – for example, public forums and open surveys. Any member of the community who wants to participate in this policy question is encouraged to be involved!
- If I'm not selected, how can I follow what the Petaluma Fairgrounds Advisory Panel is working on?
  - All members of the public are welcome to visit the Panel in person as an observer or watch large-group sessions online via the livestream. All reports and livestream links will be published on the public project webpage.
  - General updates about the Panel will be posted to this project webpage, as well as to other webpages, social media feeds, and/or blogs maintained by Healthy Democracy and the City. If you are not selected, your notification email will also include more information on ways to stay involved.
- How will privacy be ensured in the Petaluma Fairgrounds Advisory Panel?
  - Personal information of all respondents (and therefore Panelists) will be known only to project staff. Although large-group sessions of the Panel will be livestreamed, Panelists may choose to opt-out of being recorded (for in-person sessions) and hide their video (for online sessions). In addition, only first names of Panelists (and last initials, if necessary) are ever used during Panel sessions. All other personal information – including contact and demographic details – are kept private to only Healthy Democracy staff in perpetuity. For more information, please see the Transparency and Privacy policy at [healthydemocracy.org/transparency](https://healthydemocracy.org/transparency).
- For more information on Healthy Democracy and the processes they have run, visit [healthydemocracy.org/about](https://healthydemocracy.org/about).

## b. Communications opportunities

The opportunities listed below for Press Releases, Website updates, and Social Media campaigns are jumping off points. HD will work diligently to foster relationships with local and statewide media outlets. HD will work with City PR staff to ensure that as many people as possible have reliable and accurate access to information about the Panel.

### Press releases

Before the Process:

- Announce the general outline of project once approved by council:
  - Selection process
  - What happens when Panelists are in the room
  - Recommendations, legitimacy, and audiences
- Announce Informational Advisory Committee
  - Who was selected and stakeholder endorsement of process
- Announce mailers being sent out
- Announce the Lottery Selection Event
- Announce the beginning of the Panel meeting process



#### During the Process:

- Introduce site visit plus potential public event following the site visit
- Announce the three reports
  - First Weekend - Principles
  - Second Weekend - Pathways
  - Third Weekend - Final Recommendations
- Announce the public presentation of Panelist recommendations.

#### After the Process:

- Announce further Panelist refinement sessions.
- Announce how decision makers have responded to recommendations.

### Website updates

#### Before the Process:

- Create a public website that introduces the project to a general audience and cross-references the City's general engagement website.
- Post invitation mailing and project dates.
- Announce date and time of the Lottery Selection Event.
- Announce that a Panel was selected.
- Post background briefing documents from the City.
- Announce Informational Advisory Committee
  - Who was selected and stakeholder endorsement of process
  - Post names and presentation materials from initial background and stakeholder presenters.

#### During the Process:

- Post link to livestream for every Panel session.
- Post all final Panel-written reports.
- Post any additional Panelist-produced material (such as public statements, outreach videos, add'l survey results, or anything else with consent from the full Panel).

#### After the Process:

- Share media attention related to the Panel's process and reports.
- Share how decision makers have responded to recommendations.

### Social media updates/events

#### Before the Process:

- Announcing the partnership and process goals
- Education campaign geared towards creating shared understanding of process elements.
- Awareness campaign specifically geared towards demographic groups historically disenfranchised or less likely to respond to the mailer, with the hope of boosting response to mailers.
- Get to know your city campaign – demographic breakdowns per the markers selected with the addition of any equity lenses and their rationales.



- Ask Me Anything Session on Socials with City and HD staff to build recognition and excitement for the process.
- Announce Informational Advisory Committee
  - Who was selected and stakeholder endorsement of process

#### During the Process:

- Event updates for each milestone
  - Mailers
  - Lottery Selection Event
  - Panelist meetings (online and in-person)
  - Site visit and public event
  - Panelist report on Principles
  - Panelist report on Pathways
  - Panelist report on Recommendations
  - Panelists present recommendations to public and decision makers
  - Further panelist work
- Continued education campaign with live updates from Panel
- Meet our Panelists: This will be a social media campaign that introduces the Panelists (to whatever extent they are comfortable with). This could be through Panelist portraits, cartoon style graphics, or unrealistic, sketch style graphic representations. This campaign will highlight Panelists' stories and humanize the process.
  - Panelists can choose from multiple tiers of anonymity, ensuring they feel safe and that their wishes are respected and valued.
  - This campaign can be constructed in collaboration with the Panelist Public Outreach Committee
- Instagram takeover (in collaboration with the Engaging Local Government Leaders network)
- Post any additional Panelist-produced material (such as public statements, outreach videos, additional survey results, or anything else with consent from the full Panel).

#### After the Process:

- Share media attention related to the Panel's process and reports
- Share how decision makers have responded to recommendations
- Healthy Democracy may explore opportunities with partner organizations to pursue private funding for the purpose of elevating Panelist stories and recommendations

### c. Outreach opportunities

#### Public events to kick off and close the project

- Public forum to introduce the idea of Lottery-Selected Panels and this project.
- Public event to coincide with the Lottery Selection Event
- Public event where the Panel delivers its Final Report including key details from it, and takes questions about its process or recommendations.

#### Intermediate public events

Additional mid-process public events may be organized in connection with the Panel's outreach activities, as detailed in the Process Overview above.



## Dignitary visitation opportunities during the Panel process

Although all days of the Panel are open to the public, with staff members present to provide interpretation of the Panel's current work for visitors, we also provide one or more days during the Panel that work that are particularly curated for visiting dignitaries, media, or others.

Elements of these days include:

- A planned introduction to this type of process.
- An update on the current status of this process by HD and/or other staff.
- Materials provided that help to provide a snapshot of the process at that moment.
- An opportunity to observe the Panel at a particularly key moment in the process.
- An opportunity after observation to ask questions of staff members.

## d. Panelist Public Outreach Committee

- HD and City communications staff will support the Public Outreach Committee with the ideas they conceptualize. Examples of what this could look like are listed below:
  - Testimonial video
  - Public Events connected to the beginning of deliberation, site visits, the 3 reports: principles, vision, final
  - Written articles for magazines or newspapers
  - Social Media Campaigns
  - Website Page
  - Podcast
- Here are ways HD and City PR staff could help the Public Outreach Committee
  - Provide equipment to record and edit testimonial video. Help promote the video on HD and City social media and website
  - Coordinate public event logistics: reserving rooms, arranging food and beverage services, following COVID protocols, etc.
  - Hosting social media campaigns or website pages they produce
  - Connections with news media
  - Support with the production of a podcast and finding outlets to distribute it

## e. Language access plan

HD will work with the City's local team of translators and hire outside consultants to guarantee interpretation and translation services for oral and written communications. Language access services will be coordinated for the following components of the Panel's process and related communications:

- The invitation letter will be translated into at least two written languages (likely Spanish and Chinese). Also included with the letter will be a contact card that offers assistance in a variety of languages that reflect the demographics of Petaluma.
- All website pages concerning the Panel will be composed in English but have available translations through the website platform.
- HD and City staff will work with local organizations to translate outreach campaigns to the broader community.
- At all times, two simultaneous interpreters will be available to interpret for Panelists, Staff, observers in room and those watching the livestream video





- Simultaneous interpretation of all video recordings will be made available to the public observers who are in the room or watching the live stream.
- Translation of significant materials produced by/for the Panel will be available to the Public in multiple languages
- The private contract budgeted for simultaneous interpretation and translation is liable to fluctuate depending on the City's ability to provide interpretation and translation equipment and services.
- For more information about language services provided during the deliberative process see section 3f.

## f. Photography / videography policies

- Panelists will be asked to sign a consent form releasing their image, likeness and the sound of voice as recorded on photograph, audiotape, or videotape for the following circumstances:
  - conference presentations
  - educational presentations or courses
  - informational presentations
  - online educational courses
  - educational videos
  - research studying public deliberation
  - promotional materials
- Panelists will also have the option to release the above either while the Panel is in process or only after the Panel has concluded

## g. Glossary of terms

- **Deliberation:** Deliberation involves carefully weighing different options, access to accurate, relevant, and diverse information, and participants finding common ground to reach shared recommendations.
- **Demographic factors:** These are factors that are used to define the characteristics of a person or a population. For example, these can include variables such as race, age, experience of a disability, marital status, and educational achievement, among others.
- **Equality:** The fact of being equal in rights, status, advantages, opportunities, etc.
- **Equity:** The term "equity" acknowledges that groups hold different amounts of power and privilege in society and should be afforded different levels of support accordingly. Whereas equality means providing the same to all, equity means recognizing and taking action to overcome intentional and unintentional barriers arising from unequal social and political conditions.
- **Feedback Loops:** A feedback loop is the part of a system in which some portion of that system's output is used as input for future behavior. It is a part of the system that focuses on improving the process and the final output. In a Lottery-Selected Panel, Panelists engage in multiple in-depth feedback loops with technical staff, to review proposed policies in detail and work with staff to apply its principles.
- **General Plan Update:** The General Plan serves as the guiding vision document and provides policies and implementation programs to achieve the City's goals. There are seven mandatory topical areas, referred to as elements, that must be included in a General Plan including Land Use, Open Space, Conservation, Housing, Circulation,



Noise, and Safety. The City is currently operating under City of Petaluma: General Plan 2025, which was written in 2006-2007, adopted in 2008, and updated in 2012.

- **Informational Advisory Committee:** A politically diverse selection of stakeholders that oversees the fairness and quality of information in the process.
- **Information Inputs:** Information sources provided to the Panel during its initial phase of work, including presentations, surveys, listening sessions, workshops, walking tours, site visits, charettes, and Panelists' own lived experiences.
- **Interest Groups:** A group of people that seeks to influence public policy on the basis of a particular common interest or concern.
- **Language Access Services:** Language access is a service that we use to facilitate communication between people who do not speak the same language. For example: competent bilingual staff, staff interpreters, contracts or formal arrangements with local organizations providing interpretation or translation services, or technology and telephonic interpretation services.
- **Lottery Selection:** This is a selection process that allows us to select across 7-9 different demographic factors and ultimately select a group of random residents that are demographically representative of the city.
- **Moderators:** These are professionally trained contractors who help ensure fairness and productivity throughout small and large group discussion. Along with design elements, they help reduce the influence of political bias and instead put the focus on collaborative problem solving and evidence.
- **Panel:** A group of everyday, demographically representative residents who have agreed to participate in the examination of an important public issue. Panels hold inherent legitimacy and therefore are the most important player within the deliberative process – with all project partners supporting their participation and decisions.
- **Panelist:** Members of a Panel process, referred to as 'Panelists' rather than 'participants' to convey the significance of this role.
- **Panel Deliverables:** The Panel's output is substantial, including both: criteria on which it believes any decision should rest, and detailed policy proposals (or a review of existing proposals). The recommendations are presented to City Staff and decision makers who must respond to each.
- **Presenter Menu:** A list of background experts and stakeholders, selected by the Information Advisory Committee, that the Panel may consider inviting to present and/or answer questions after it has heard from the initial pre-selected presenters.
- **Principles:** A value or criteria that guides behavior or a subsequent decision.
- **Residents:** A person who lives within a particular geographic area permanently or on a long-term basis, including those with and without permanent residential addresses
- **Stakeholders:** Those that have an interest or stake in an issue.
- **Simultaneous Interpretation:** Simultaneous interpretation is when an interpreter translates the message from the source language to the target language in real-time.
- **Independent evaluation:** Independent evaluation means an evaluation performed by an academic group of researchers or third-party practitioners who are not employed by Healthy Democracy or our process Partner.
- **Universal Accessibility:** Universal accessibility means acknowledging the rights of people affected by the various barriers imposed by the environment, and the advantages that accessibility offers to everyone, regardless of their situation.
- **Values:** Refer to a person's principles or standards of behavior; one's judgment of what is important in life.





## 6. Proposed Budget

This budget is based on two contingencies outlined in section 3b of this Project Proposal:

- a hybrid in-person/online process (87 Panelist hours + 15 after the Panel publishes its Final Report), or
- a fully-online process (75 Panelist hours + 15 after the Final Report).

All estimates are based on a 36-member Panel.

See Appendix C for the full proposed budget.



## 7. Options Considered by Council and Fair Board Subcommittees

The following questions were posed to the Council and Fair Board subcommittees for feedback between December 2021 and February 2022. Both subcommittees' responses were considered and presented to the City Council. The City Council made final decisions about each question in its February 28 meeting, which are recorded in bold below.

1. What framing question should the Panel answer regarding future uses of the fairgrounds property?  
**Decision: "How might we use the City's fairgrounds property to create the experiences, activities, resources, and places that our community needs and desires now and for the foreseeable future?"**
2. Which decisions/policies related to future uses of the fairgrounds will the Panel's recommendations inform?  
**Decision: General Plan, Climate Action and Adaptation Plan, Emergency Response, Parks Masterplan, Transportation and Circulation Plan**
3. Informational Advisory Committee (IAC) composition
  - a. Who are the stakeholders? / Who are we missing? **Decision: Several organizations were added to the draft list.**
  - b. How many stakeholders should be on the IAC? **Decision: No more than 15**
    - i. *[Recommendation from deliberative practitioners: 12-15 seats. More seats may extend the time required to complete this committee's work, and therefore the overall project timeline.]*
  - c. Which stakeholder categories should be given seats?  
**Decision: Combine Property Users and Tenants, Separate Active Transportation and Recreation. Otherwise use staff recommendations.**
  - d. How should stakeholders be nominated into those categories?  
**Decision: Staff will nominate groups into categories, and groups can request to switch categories if desired. Category representatives will be selected by lottery.**
4. What population the Panel will be selected from?
  - a. **Option A: City residents only**
  - b. Option B: Broader than city (e.g., zip codes), but oversample city residents
  - c. Option C: Broader than city (e.g., zip codes), with equal proportional representation of city and non-city residents
  - d. Option D: Broader than city (e.g., zip codes), but oversample non-city residents
5. Demographics
  - a. Which demographic factors should we use? **Decision: As presented in proposal**
  - b. Equity considerations – should the Panel overrepresent marginalized identities? [Multiple options below may be combined.]
    - i. Option A: Proportional to the Census for all categories (i.e., no overrepresentation in any category).  
*[This is equality in practice – equal representation.]*
    - ii. **Option B: Use K-12 demographics for as many categories as possible.**



*[In most cities, K-12 population is more diverse than the general population. This option preferences those who will be most impacted by the decision in the future.]*

- iii. Option C: Use projected demographics X years out (dependent on data availability) for as many categories as possible.

*[In most cities, projected population is more diverse than the current population. This option preferences those who will be most impacted by the decision in the future.]*

- iv. **Option D: Fully correct for disparities in previous engagement rates, for as many categories as possible.**<sup>6</sup>

*[This extensively compensates for prior underrepresentation in participation.]*

- v. Option E: Partially correct for disparities in previous engagement rates, for as many categories as possible.<sup>7</sup>

*[This moderately compensates for prior underrepresentation in participation.]*

- vi. Option F: Overselect in one or more categories, not tied to any population data.

*[Arbitrary selection of demographic targets would enable selection of a Panel as diverse as is appropriate to answer the policy question with an equity lens.]*

- vii. Option G: Use "level of previous civic participation" as one of the categories, and possibly overselect within that category. This would likely use voting frequency as a proxy, in lieu of accurate local participation data.

*[This ensures the Panel equally – or equitably if overselected – reflects the proportion of community members who have and have not participated in prior City processes.]*

- 6. How many and what languages will the City offer for 1) public communications about the Panel (including the invitation letter), and 2) live broadcasts of full Panel sessions?

**Decision: English and Spanish**

- 7. Proposed Timeline: Council approval on 2/28, process held May 13 - July 11 (Final Report from Panel)
- 8. What other City-led public engagement activities could take place simultaneously on this topic?

**Decision: Implement staff proposal**

- 9. Review Healthy Democracy's standard policies related to transparency and privacy during Panel processes: [healthydemocracy.org/transparency](https://healthydemocracy.org/transparency).

<sup>6</sup> For example, if the average participation rate (using available local engagement data over the past 5 years) for renters is 20%, but their proportion of the population is 26%, then their proportional representation on the Panel would be boosted by 6 percentage points, from 26% to 32%.

<sup>7</sup> Same as Option D, but only a partial boost based on previous disparities – say 50%. Using the previous example, that would result in a Panel that was 29% renters.



## Appendix A: Example Group Working Agreements

These example Group Agreements are typically offered by process staff to the Panel at the start of its work together. After any modifications by the Panel (as it desires), they are used throughout the process and apply to all Panelists, staff, and presenters.

- Use respectful verbal and nonverbal language toward everyone.
- Minimize distracting behavior.
- Attend all scheduled meetings.
- Be open to new ideas and information. Avoid making conclusions until you've heard and thoroughly considered all of the available information.
- Listen with care and assume good intent. Make a genuine effort to understand the perspectives of others.
- Keep focused on the issue at hand.
- Speak clearly and briefly, and share "airtime." We have very limited time together.
- Disagree positively. Direct your energy toward the issues, not people.
- Be a problem solver – suggest alternative approaches or solutions.
- Have humility and contribute in good faith. This is a new process for many of us.

These sample Agreements are subject to change by process staff before the start of the Panel – and subject to the Panel's modifications, as noted above.



## Appendix B: More About Demographic Targets

Healthy Democracy uses seven standard demographic categories and a standardized methodology. There may be legitimacy-related value to using standard categories and methodology, but there may also be specific needs for local variation. The following are political decisions about the target demographics that should be made by the convening City, in consultation with HD:

- Choosing demographic categories.
- Choosing subcategories within those categories.
- Selecting a population to sample (e.g., residents above a certain age, legal residents above a certain age, or only registered voters).
- Deciding on other details of the selection methodology.

Our typical demographic categories include:

- **Age** (in 7 age ranges)
- **Gender** (in 3 subcategories)
- **Race & Ethnicity** (typically in 6 subcategories)
- **Location of Residence** (typically in 5–7 subcategories, often clusters of neighborhoods, zip codes, counties, or electoral districts, depending on project area)
- **Educational Attainment** (in 4 subcategories)
- **Renter/Homeowner Status** (in 3 subcategories)
- **Experience of a Disability** (in 2 subcategories)

Other possible demographic categories may include:

- **Income** (or a less-direct proxy, such as Median Home Price in Zip Code)
- **Level of Prior Political Engagement** (typically represented voting frequency)
- **Foreign-Born / US-Born**
- **Language Spoken** (typically Language Spoken at Home)
- **Sexual Orientation**
- **Religious Identity**
- **Another Demographic Factor**

We typically use the most recent Census estimates (typically 3-year ACS) as the basis for all categories except Party Registration and Political Engagement (if used). City staff may request the use of alternate demographic data (e.g. K-12 school population) for certain categories to increase the racial/ethnic diversity of the Panel and/or to more accurately reflect the demographic profile of the future city for which the Panel will plan.

Additional documentation on HD's standard selection methods and targets is available upon request.

<b>Appendix C: Proposed Budget</b>	<b>Preferred: Hybrid</b>		<b>Contingency: Online Only</b>	
Panelist Stipends (May-July)	(87 hrs. @ \$20/hr. x 36 Panelists)	\$62,640	(75 hrs. @ \$20/hr. x 36 Panelists)	\$54,000
Panelist Stipends (post-July)	(15 hrs. @ \$20/hr. x 36 Panelists)	\$10,800	(15 hrs. @ \$20/hr. x 36 Panelists)	\$10,800
Alternate Panelist Compensation	(\$60 x 36 alternates)	\$2,160	(\$60 x 36 alternates)	\$2,160
Panelist Transportation Per Diem	(\$5/Panelist/day)	\$2,520	--	
Panelist Food	(\$30/Panelist/day)	\$15,120	--	
Panelist Child & Elder Care Reimbursement	(\$20/hr. for 8 Panelists)	\$16,320	(\$20/hour for 8 Panelists)	\$14,400
10,000-Unit Initial Mailing	(@ \$1/unit)	\$10,000	(@ \$1/unit)	\$10,000
Process Design (HD Program Directors)	(600 hrs. @ \$100/hr.)	\$60,000	(600 hrs. @ \$100/hr.)	\$60,000
Process Advice (subcontractors)	(20 hrs. @ \$50/hr. x 5 advisors)	\$5,000	(20 hrs. @ \$50/hr. x 5 advisors)	\$5,000
Moderators (subcontractors)	(142 hrs. @ \$80/hr. x 6 moderators) (102 hrs. in-room; 16 hrs. training; 14 hrs. session prep; 10 hrs. debrief)	\$68,160	(130 hrs. @ \$80/hr. x 6 moderators) (90 hrs. in-room; 16 hrs. training; 14 hrs. session prep; 10 hrs. debrief)	\$62,400
Live Interpretation (subcontractors)	(for one language with full simultaneous interpretation, including all equipment) (if adding ASL, add \$25k)	\$55,000		\$50,000
Project Management & Process Delivery (HD Program Directors)	(400 hrs. @ \$80/hr.)	\$32,000	(400 hrs. @ \$80/hr.)	\$32,000
Logistics Management (HD Operations Director)	(200 hrs. @ \$80/hr.)	\$16,000	(200 hrs. @ \$80/hr.)	\$16,000
Additional In-Room Support (subcontractor)	(98 hrs. @ \$50/hr.)	\$4,900	(86 hrs. @ \$50/hr.)	\$4,300
Zoom Coordinator (subcontractor)	(17 hrs. @ \$50/hr.)	\$900	(100 hrs. @ \$50/hr.)	\$4,000
Tech Support (subcontractor)	(26 hrs. @ \$50/hr.) (30 mins./Panelist tech check + 0.25 x all online Panel hours + 4 hrs. meetings)	\$1,325	(111 hrs. @ \$50/hr.) (1 hr./Panelist tech check + 0.5 x all online Panel hours + 30 hrs. meetings & additional work)	\$5,550
Venue	(provided by City)		--	
Staff Travel	(4 trips x [\$300 airfare x 3 staff + \$300 car + \$300 incidentals])	\$6,000	--	
Staff Lodging & Food	(4 trips x 3 staff x [\$300 per diem + \$720 lodging])	\$12,240	--	
Public Relations (HD Outreach & Communications Director)	(150 hrs. @ \$80/hr.)	\$12,000	(150 hrs. @ \$80/hr.)	\$12,000
PR Materials (print and digital) (HD Designer)	(64 hrs. @ \$80/hr.)	\$5,120	(64 hrs. @ \$80/hr.)	\$5,120
Equity Outreach Partner (subcontractor - partnership)		\$10,000		\$10,000
Presenter Selection Support (subcontractor - partnership)		\$4,000		\$4,000
As-Needed Honoraria & Expense Reimbursements for Invited Presenters	(any unused funds from this line item to fund other additional outreach and engagement)	\$3,000		\$3,000
Materials Translation		\$4,000		\$4,000
Online Services & Hardware (including loaner laptops, webcams, and hotspots)		\$500		\$8,000
Physical Materials (includes in-process mailings to Panelists, if any)		\$600		\$2,000
Contingency		\$5,000		\$5,000
<b>TOTAL</b>		<b>\$425,305</b>		<b>\$383,730</b>

**PROFESSIONAL SERVICES AGREEMENT****Fairgrounds Engagement Program Development**

(Title of Project)

#m00011331

FY ~~XXXX~~ Fund # ~~XXXX~~ Cost Center ~~XXXX~~ Object Code \_\_\_\_\_ Project # \_\_\_\_\_ Amount \$25,200

For multi-year contracts or contracts with multiple accounts:

FY _____	Fund # _____	Cost Center _____	Object Code _____	Project # _____	Amount \$ _____
FY _____	Fund # _____	Cost Center _____	Object Code _____	Project # _____	Amount \$ _____
FY _____	Fund # _____	Cost Center _____	Object Code _____	Project # _____	Amount \$ _____
FY _____	Fund # _____	Cost Center _____	Object Code _____	Project # _____	Amount \$ _____
FY _____	Fund # _____	Cost Center _____	Object Code _____	Project # _____	Amount \$ _____

THIS PROFESSIONAL SERVICES AGREEMENT ("Agreement") is entered into and effective as of December 20, 2021 ("Effective Date"), by and between the City of Petaluma, a (city use only)

municipal corporation and a charter city ("City") and Healthy Democracy, a Not for Profit Organization ("Contractor") (collectively, the "Parties").

WHEREAS, the Parties enter into this Agreement for the purpose of Contractor providing professional services to City under the terms and conditions set forth herein.

THEREFORE, in consideration of the mutual covenants contained in this Agreement, the Parties agree as follows:

1. **Services.** Contractor shall provide the services as described in and in accordance with the schedule set forth in Exhibit "A" attached hereto and incorporated herein ("Services").
2. **Compensation; Business Tax Certificate.**
  - A. For the full performance of the Services as described herein, City shall compensate Contractor in accordance with the rates specified in Exhibit A.
  - B. Contractor shall submit detailed monthly invoices reflecting all services performed during the preceding month and including a revised schedule for performance and additional documentation requested by City, as applicable.
  - C. Contractor shall be compensated for services in addition to those described in Exhibit A, only if Contractor and City execute a written amendment to this Agreement describing the additional services to be performed and the compensation to be paid for such services. In no case shall the total compensation under this Agreement exceed \$25,200 without prior written authorization of the City Manager. Further, no compensation for a section or work program component attached with a specific budget shall be exceeded without prior written authorization of the City Manager.
  - D. Notwithstanding any provision herein, Contractor shall not be paid any compensation until such time as Contractor has on file with the City Finance Department a current W-9 form available from the IRS website ([www.irs.gov](http://www.irs.gov)) and has obtained a currently valid Petaluma business tax certificate.

- E. City's obligation to pay compensation to Contractor as provided herein is contingent upon Contractor's performance of the Services pursuant to the terms and conditions of this Agreement and any amendments thereto.
3. **Term.** The term of this Agreement commences on the Effective Date and terminates on December 30, 2022, unless sooner terminated in accordance with Section 4. Upon termination, any and all of City's documents or materials provided to Contractor and any and all of the documents or materials prepared for City or relating to the performance of the Services, shall be delivered to the City as soon as possible, but not later than fourteen (14) days after termination of the Agreement.
  4. **Termination.** City may terminate this Agreement without cause upon ten (10) days' written notice. City may immediately terminate or suspend this Agreement for cause. Cause for immediate termination or suspension shall include, but not be limited to, any breach of this Agreement by Contractor or Contractor's bankruptcy or insolvency. Upon receipt of notice of termination or suspension for cause, Contractor shall immediately stop all work in progress under this Agreement. In the event of early termination of this Agreement by City, Contractor shall be entitled to payment for all Services performed to the date of termination to the extent such Services were performed to the satisfaction of City in accordance with the terms and conditions of this Agreement. If City terminates this Agreement for cause, Contractor shall be liable to City for any excess cost City incurs for completion of the Services.
  5. **Contractor's Representation; Independent Contractor.** Contractor represents that Contractor possesses distinct professional skills in performing the Services. City has relied upon said representation as a material inducement to enter into this Agreement. Contractor shall, therefore, provide properly skilled professional and technical personnel to perform all Services under this Agreement. It is expressly understood that Contractor and its agents and employees, shall act in an independent capacity and as an independent contractor and not as officers, employees or agents of City. This Agreement shall not be construed as an agreement for employment.
  6. **Facilities and Equipment.** Contractor shall, at its sole cost and expense, furnish all facilities and equipment that may be required for furnishing Services pursuant to this Agreement. City shall furnish to Contractor no facilities or equipment, unless the City otherwise agrees in writing to provide the same.
  7. **Licenses, Permits, Etc.** Contractor shall, at Contractor's sole cost and expense, keep in effect at all times during the term of this Agreement any licenses, permits or other such approvals which are legally required for performing the Services.
  8. **Time.** Contractor shall devote such time to the performance of the Services as may be reasonably necessary for satisfactory performance of Contractor's obligations pursuant to this Agreement.
  9. **Inspection.** Contractor shall provide the City every reasonable opportunity to ascertain that the Services are being performed in accordance with the requirements and intentions of this Agreement. All work done, and materials furnished, if any, shall be subject to



inspection and approval by the City. The inspection of such work shall not relieve Contractor of any of its obligations pursuant to this Agreement.

10. **Progress Reports.** Upon the City's request, Contractor shall provide, in a form acceptable to City, written progress reports of all oral and written observations, opinions, recommendations, analyses, progress and conclusions related to Contractor's performance of the Services.
11. **Confidentiality.** In the course of Contractor's employment, Contractor may have access to trade secrets and confidential information, disclosure of which is protected or limited by law. Contractor shall not directly or indirectly disclose or use any such confidential information, except as required for the performance of the Services.
12. **Conflict of Interest.** Contractor represents that it presently has no interest, and covenants that it shall not acquire any interest, direct or indirect, financial or otherwise, which would conflict in any manner or degree with the performance of the Services hereunder. Contractor further covenants that, in the performance of this Agreement, it shall not employ any subcontractor or person having such a conflict of interest. Contractor represents that no one who has or will have any financial interest under the Agreement is an officer or employee of City. If such conflict of interest arises during this Agreement or any extension, Contractor will immediately advise City and City may, at its sole discretion, immediately terminate this Agreement. Certain Contractors are subject to the requirements, including the disclosure and reporting requirements, of the City's Conflict of Interest Code adopted pursuant to the Political Reform Act. Such Contractors subject to the City's Conflict of Interest Code include those whose work may involve: making government decisions regarding approval or adoption of rates, rules, or regulations, action on permits or other applications, authorization to enter into or modify contracts, or approval of plans, designs, reports, or studies. Contractor agrees to comply fully with all such requirements to the extent they apply to Contractor's performance of the Services.
13. **Contractor No Agent.** Except as City may specify in writing, Contractor shall have no authority, express or implied, to act on behalf of City in any capacity whatsoever as an agent. Contractor shall have no authority, express or implied, pursuant to this Agreement to bind City to any obligation whatsoever.
14. **Standard of Performance.** Contractor shall perform all the Services in a manner consistent with the standards of Contractor's profession. All instruments of service of whatsoever nature, which Contractor delivers to City pursuant to this Agreement, shall be prepared in a substantial, workmanlike manner and conform to the standards of Contractor's profession. All such instruments of service shall become the sole and exclusive property of City upon delivery of the same.
15. **Assignment/Transfer.** No assignment or transfer in whole or in part of this Agreement shall be made without the prior written consent of City.
16. **Subcontractors.** Contractor shall directly perform all Services, and shall not subcontract any portion of performance of the Services without the prior written consent of City. Any such subcontractors shall be required to comply, to the full extent applicable, with the terms

and conditions of this Agreement, including but not limited to, procuring and maintaining insurance coverage as required herein and which shall name City as an additional insured.

17. **Compliance With All Laws.** Contractor shall fully comply with all applicable local, state and federal rules, laws, regulations and ordinances pertaining to the performance of the Services required hereunder, including but not limited to, the California Building Standards Code as in effect in the City, the Americans with Disabilities Act, and any laws and regulations related to any copyright, patent, trademark or other intellectual property right involved in performance of the Services. Contractor's failure to comply with any law(s) or regulation(s) applicable to the performance of the Services hereunder shall constitute a material breach of this Agreement. To the extent that any other government agency or entity provides compensation for any Services, Contractor shall comply with all rules and regulations applicable to such fiscal assistance.
18. **Living Wage Ordinance.** Without limiting the foregoing Section 17, Contractor shall comply fully with all applicable requirements of Petaluma Municipal Code, Chapter 8.36, Living Wage (the "Living Wage Ordinance"), as the same may be amended from time to time. Upon the City's request Contractor shall promptly provide to the City documents and information verifying Contractor's compliance with the requirements of the Living Wage Ordinance, and shall within fifteen (15) calendar days of the Effective Date of this Agreement, notify each of its affected employees as to the amount of wages and time off that are required to be provided to them pursuant to the Living Wage Ordinance. The Acknowledgement and Certification Pursuant to City of Petaluma Living Wage Ordinance, attached to this Agreement as Exhibit C, shall be a part of this Agreement for all purposes, and Contractors that are subject to Living Wage Ordinance requirements, as determined by the City, must provide a properly completed Exhibit C in accordance with the requirements of the Living Wage Ordinance. Contractor's noncompliance with the applicable requirements of the Living Wage Ordinance shall constitute cause for City's termination of this Agreement pursuant to Section 4 hereof.
19. **Discrimination.** During the performance of this Agreement, Contractor shall not discriminate against any employee or applicant for employment because of race, religion, creed, color, national origin, ancestry, gender, sexual orientation, age or physical or mental disability in violation of any applicable law.
20. **Notice.** Except as otherwise specified in this Agreement, all notices to be sent pursuant to this Agreement shall be made in writing and sent to the Parties at their respective addresses specified below or to such other address as a Party may designate by written notice delivered to the other Party in accordance with this Section. All such notices shall be sent by:
  - (i) personal delivery, in which case notice is effective upon delivery;
  - (ii) certified or registered mail, return receipt requested, in which case notice shall be deemed delivered on receipt if delivery is confirmed by a return receipt;
  - (iii) nationally recognized overnight courier, with charges prepaid or charged to the sender's account, in which case notice is effective on delivery if delivery is confirmed by the delivery service; or
  - (iv) facsimile transmission, in which case notice shall be deemed delivered upon

transmittal, provided that (a) a duplicate copy of the notice is promptly delivered by first-class or certified mail or by overnight delivery, or (b) a transmission report is generated reflecting the accurate transmission thereof. Any notice given by facsimile shall be considered to have been received on the next business day if it is received after 5:00 p.m. recipient's time or on a nonbusiness day.

City: City Clerk  
City of Petaluma  
Post Office Box 61  
Petaluma, California 94953  
Phone: (707) 778-4360  
Fax: (707) 778-4554  
Email: cityclerk@ci.petaluma.ca.us

And:  
Ingrid Alverde  
Director, Economic Development & Open Gov't  
11 English St  
Petaluma, CA 94952  
Phone: 707-778-4549  
Fax: \_\_\_\_\_  
Email: ialverde@cityofpetaluma.org

Contractor: Linn Davis  
Healthy Democracy Program Co-Director  
\_\_\_\_\_  
\_\_\_\_\_  
Phone: 503-841-6865  
Fax: \_\_\_\_\_  
Email: linn@healthydemocracy.org

21. **Ownership of Documents.** All original papers, documents or computer material on disk or microfilm, and copies thereof, produced as a result of this Agreement, shall be the property of City and may not be used by Contractor without the written consent of City. Copies of such documents or papers shall not be disclosed to others without the written consent of the City Manager or his or her designated representative.

22. **Indemnification.**

A. With respect to commercial general liability, to the maximum extent permitted by law, Contractor shall, at its own expense, indemnify, defend with counsel acceptable to the City, (which acceptance will not be unreasonably withheld), and hold harmless City and its officers, officials, employees, agents and volunteers ("Indemnitees") from and against any and all liability, loss, damage, claims, suits, actions, arbitration proceedings, administrative proceedings, regulatory proceedings, civil penalties and fines, expenses and costs (including, without limitation, claims expenses, attorney's fees and costs and fees of litigation) (collectively, "Liability") of every nature, whether actual, alleged or threatened, arising out of or in connection with the Contractor's

performance of the Services or Contractor's failure to comply with any of the terms of this Agreement, regardless of any fault or alleged fault of the Indemnitees.

- B. With respect to professional liability, notwithstanding the foregoing or any other provision in this Agreement, to the maximum extent permitted by law, Contractor shall indemnify defend and hold harmless the Indemnitees from Liability arising out of or in connection with the negligence, recklessness, or willful misconduct of Contractor.
  - C. The Contractor must respond within 30 calendar days to any tender of defense and indemnity by the City unless the time for responding has been extended by an authorized representative of the City in writing. If the Contractor fails to accept tender of defense and indemnity within 30 calendar days regarding a matter subject to tender pursuant to this Agreement, in addition any other remedies authorized by law, so much of the money due or that may become due the Contractor under this Agreement as shall reasonably be considered necessary by the City may be retained by the City until disposition has been made of the matter subject to tender, or until the Contractor accepts the tender, whichever occurs first. In the event that the City must file responsive documents in a matter tendered to Contractor prior to Contractor's acceptance of tender, where such matter is subject to tender pursuant to this Agreement, Contractor agrees to fully reimburse all costs, including but not limited to attorney's fees and costs and fees of litigation, incurred by the City in filing such responsive documents.
  - D. Notwithstanding the foregoing, to the extent this Agreement is a "construction contract" as defined by California Civil Code Section 2783, as may be amended from time to time, Contractor's duty to indemnify under this provision shall not apply when to do so would be prohibited by California Civil Code Section 2782, as may be amended from time to time.
  - E. Notwithstanding the foregoing, to the extent that the Services include design professional services subject to California Civil Code Section 2782.8, as may be amended from time to time, Contractor's duty to indemnify shall only be to the maximum extent permitted by California Civil Code Section 2782.8.
23. **Insurance.** Contractor shall comply with the "Insurance Requirements for Contractors" in Exhibit B, attached hereto and incorporated herein by reference.
- City reserves the right to review any and all of the required insurance policies and/or endorsements, but has no obligation to do so. City's failure to demand evidence of full compliance with the insurance requirements set forth in this Agreement or City's failure to identify any insurance deficiency shall not relieve Contractor from, nor be construed or deemed a waiver of, its obligation to maintain the required insurance at all times during the performance of this Agreement.
24. **Amendment.** This Agreement may be amended only by a written instrument executed by both Parties.
25. **Litigation.** If litigation ensues which pertains to the subject matter of Contractor's services hereunder, Contractor, upon request from City, agrees to testify therein at a reasonable and customary fee.

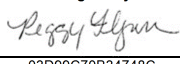
26. **Construction.** This Agreement is the product of negotiation and compromise on the part of both Parties and that the Parties agree that, notwithstanding Civil Code Section 1654, any uncertainty in the Agreement shall not be construed against the drafter of the Agreement.
27. **Governing Law; Venue.** This Agreement shall be enforced and interpreted under the laws of the State of California and the City of Petaluma. Any action arising from or brought in connection with this Agreement shall be venued in a court of competent jurisdiction in the County of Sonoma, State of California.
28. **Non-Waiver.** The City's failure to enforce any provision of this Agreement or the waiver thereof in a particular instance shall not be construed as a general waiver of any part of such provision. The provision shall remain in full force and effect.
29. **Severability.** If any term or portion of this Agreement is held to be invalid, illegal, or otherwise unenforceable by a court of competent jurisdiction, the remaining provisions of this Agreement shall continue in full force and effect.
30. **No Third-Party Beneficiaries.** The Parties do not intend to create, and nothing in this Agreement shall be construed to create any benefit or right in any third party.
31. **Mediation.** The Parties agree to make a good faith attempt to resolve any dispute arising out of this Agreement through mediation prior to commencing litigation. The Parties shall mutually agree upon the mediator and shall divide the costs of mediation equally.
32. **Contractor's Books and Records.**
  - A. Contractor shall maintain any and all ledgers, books of accounts, invoices, vouchers, canceled checks, and other records or documents evidencing or relating to charges for services, or expenditures and disbursements charged to the City for a minimum period of three (3) years or for any longer period required by law, from the date of final payment to Contractor pursuant to this Agreement.
  - B. Contractor shall maintain all documents and records which demonstrate performance under this Agreement for a minimum period of three (3) years or for any longer period required by law, from the date of termination or completion of this Agreement.
  - C. Any records or documents required to be maintained pursuant to this Agreement shall be made available for inspection or audit, at any time during regular business hours, upon written request by the City Manager, City Attorney, City Finance Director, or a designated representative of these officers. Copies of such documents shall be provided to the City for inspection at Petaluma City Hall when it is practical to do so. Otherwise, unless an alternative is mutually agreed upon, the records shall be available at Contractor's address indicated for receipt of notices in this Agreement.
  - D. Where City has reason to believe that such records or documents may be lost or discarded due to dissolution, disbandment or termination of Contractor's business, City may, by written request by any of the above-named officers, require that

custody of the records be given to the City and that the records and documents be maintained in Petaluma City Hall. Access to such records and documents shall be granted to any party authorized by Contractor, Contractor's representatives, or Contractor's successor in interest.


33. **Headings.** The headings used in this Agreement are for convenience only and are not intended to affect the interpretation or construction of any provisions herein.
34. **Survival.** All obligations arising prior to the termination or expiration of this Agreement and all provisions of this Agreement allocating liability between City and Contractor shall survive the termination or expiration of this Agreement.
35. **Entire Agreement.** This Agreement, including the exhibits attached hereto and incorporated herein, constitutes the entire agreement between the Parties with respect to the Services, and supersedes all prior agreements or understandings, oral or written, between the Parties in this regard.

IN WITNESS WHEREOF, the parties hereto have executed this document the day, month and year first above written.

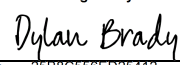
CITY OF PETALUMA

DocuSigned by:  
  
 03D99C70B34748C...  
 City Manager

ATTEST:

DocuSigned by:  
  
 184689A429E4492...  
 City Clerk

APPROVED AS TO FORM:

DocuSigned by:  
  
 25B8C556ED25412...  
 City Attorney

CONTRACTOR

DocuSigned by:  
  
 By E1136A450159471...  
 Name

Program Co-Director

Title

5100 S Macadam Ave, Ste 360

Address

Portland, OR 97239

City

State

Zip

27-1457207

Taxpayer I.D. Number

pending

Petaluma Business Tax Certificate Number

file name: Healthy Democ

## Exhibit A



### Petaluma Fairgrounds Panel

## Suggestions for Initial 2021 Project Planning Contract

### Deliverable: Project Proposal

This contract covers the creation of a Project Proposal for a Lottery-Selected Panel related to planning for the Petaluma Fairgrounds.

*Date of final delivery: Dec. 17.*

This Proposal will include the following elements:

1. Project overview
2. Purpose and rationale for this project, including:
  - a. Why this topic is being reviewed
  - b. Why this method is being employed
  - c. What makes a Lottery-Selected Panel different
  - d. How this process will exist within broader decision-making on this topic, including proposed guarantees from the City to consider and respond to the Panel's work
3. Process details, including:
  - a. Overarching principles of Lottery-Selected Panels
  - b. Timeline
  - c. Definition of components
  - d. Plan for stakeholder analysis
  - e. Policies and procedures for Informational Advisory Committee
  - f. Policies and procedures for Panelist selection
  - g. Policies and procedures for the deliberative process
  - h. Panel process overview, including general activities, sequencing, and general time allocations on a day-by-day basis (as opposed to the minute-by-minute detail that will eventually be written into the final Process Manual)
  - i. Deliverables from the Panel (to be delivered end of May 2022)
  - j. Follow-up activities by the Panel following May 2022
4. Roles, responsibilities, and authority, including:
  - a. Roles, responsibilities, and areas of final authority for each party involved:
    - i. Healthy Democracy and subcontractors
    - ii. City staff and electeds
    - iii. Stakeholders and Informational Advisory Committee
    - iv. The Panel
  - b. Expectations for relationships between parties
  - c. Expectations for conduct by each party
  - d. Dispute resolution methodology
5. Public affairs plan, including:
  - a. Shared terminology preferences
  - b. Definitions and talking points
  - c. Timeline for communications opportunities, including:
    - i. Press releases

- ii. Website updates
  - iii. Social media updates/events
- d. Timeline for outreach opportunities, including
  - i. Public events to kick off and close the project
  - ii. Potential public events related to intermediate milestones within the project, and/or integrated with general-public engagement activities within the Panel process
  - iii. Dignitary visitation opportunities during the Panel process
- e. Additional creative public affairs plans/opportunities
- 6. Proposed budget, including:
  - a. Healthy Democracy staff costs
  - b. All costs to be passed through HD: subcontractors, materials, logistics expenses, and Panelist stipends and expenses
  - c. Options for costs that can be either paid to HD or provided in-kind by the City
  - d. Contingency budgets for COVID scenarios
- 7. Options for consideration by Council and Fair Board, including:
  - a. Equity options related to Panelist selection
  - b. Equity options related to the deliberative process
  - c. Other process options

## Other Activities

In completing the general process design in Section 3 above, Healthy Democracy will engage its network of deliberative experts and former Panelists in providing initial advice and consultation. If the project is approved by decision-makers, this will continue into the process design work in early 2022. Advisors will be compensated, as noted in the Budget below.

As part of this contract, Healthy Democracy staff will participate in continuing video-conference meetings (detailed below) to work with City staff on the elements of the Project Proposal needing collaborative effort – and to review subsequent drafts of the Proposal.

HD will collaborate with City staff to design a compelling public presentation of the proposed project, including providing associated materials, such as process diagrams.

HD staff will also participate on an as-needed basis in other meetings with City staff, decision-makers, or others to assist in bringing the project toward implementation.



## Timeline

We propose this contract lasting through the end of 2021, with the following milestones:

- Weeks of Nov. 15 & Nov. 22: Meeting(s) with City staff & 1<sup>st</sup> revision to Proposal, including:
  - Incorporation of and/or response to comments from 1<sup>st</sup> rough draft
  - Meetings with City staff, divided into separate meetings focused on process side and public affairs side of the project
  - First drafts of Sections 2, 3a-d, 6, and 7 (see above)
- By Dec. 3: Meeting(s) with City staff & 2<sup>nd</sup> revision to Proposal, including:
  - Incorporation of and/or response to comments from 1<sup>st</sup> rough draft
  - Meetings with City staff, divided into separate meetings focused on process side and public affairs side of the project
  - First drafts of Section 2, 3a, 3b, 6 and 7 (see above)
  - One general meeting with City staff, with additional meetings as necessary
- By Dec. 10: Meeting(s) with City staff & 3<sup>rd</sup> revision to Proposal:
  - First drafts of Section 1, 3c-k, 4, and 5
  - One general meeting with City staff, with additional meetings as necessary
- By Dec. 17: Meeting(s) with City staff & 4<sup>th</sup> revision to Proposal:
  - Further revisions to all sections of Proposal
  - One general meeting with City staff, with additional meetings as necessary
  - Presentation to Council and Fair Board
- Weeks of Dec. 20 & Dec. 27: Additional work and/or drafting of project contract:
  - If necessary: additional revisions to Proposal based on meetings with Council and Fair Board
  - Work with City to draft contract for the full project

## Budget & Payment

To be paid on a monthly basis, with the balance paid at the end of the contract – pending satisfactory completion of contract deliverables and activities.

<b>Healthy Democracy Staff</b>	<b>\$24,000</b>
Process Design (140 hrs. @ \$100/hr.)	\$14,000
Public Affairs Design (70 hrs. @ \$100/hr.)	\$7,000
Collaborative Work & Promotional Meetings (30 hrs. @ \$100/hr.)	\$3,000
<b>Process Design Advisors (12 hrs. @ \$100/hr.)</b>	<b>\$1,200</b>
<b>Total</b>	<b>\$25,200</b>