

STEVENSON SHORELINE MASTER PLAN UPDATE



PUBLIC PARTICIPATION PLAN

TASK 1.2

CREATED MAY 2012

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1.0 Introduction

The City of Stevenson is updating its 1975 Skamania County Shoreline Management Master Program to better reflect the needs and desires of today’s citizens, property owners, and visitors. This update is required of the City by the Washington State Shoreline Management Act (SMA) governed by RCW 90.58 and WAC 173-26. A Shoreline Master Program (SMP) is a set of goals, policies and regulations required of all Washington jurisdictions and applies to all “shorelines of the state” and any other, locally-designated shorelines. In Stevenson, this includes the Columbia River, Rock Cove, and Rock Creek and all lands within approximately 200 feet of their shoreline.

The purpose of the SMA is to manage shorelines to accommodate all reasonable and appropriate uses. These uses include water-dependent uses like marinas and barge terminals; they include public access points like motorized/non-motorized boat launches and trails; they include water-oriented uses like restaurants and retail development. While these uses also include ecological and environmental concerns for wildlife and fish habitat and water quality, they are not the sole focus of the SMA. Instead, Shoreline Master Programs seek to balance the human needs for the shoreline with the ecological needs to ensure there is “no net loss” of ecological function. This balancing act may be accomplished by spreading the ecological mitigation, protection, and restoration measures out over all shoreline properties, concentrating them on a few properties, or some combination of the two.

To ensure that Stevenson’s updated Shorelines Master Program and its ecological balancing act are in the best interests of the community, the City wants to actively encourage public participation in the update process. In carrying out the SMP’s Public Participation Plan, the City will comply with the State’s legal requirements and guidance by making all reasonable efforts to inform, fully involve, and encourage participation of interested persons, private entities and local, state and federal agencies as well as affected Indian Tribes.

This Public Participation Plan will 1) summarize the steps that must occur in a SMP update and provide a list of involvement tasks for public participation events and SMP products, 2) describe the anticipated levels of

participation from City Council to Planning Commission to advisory committees to passive informational groups, 3) identify key stakeholders that will be engaged during the update process, and 4) catalogue the materials used and participants involved in the process. This Plan should be viewed as a living document that will be freely updated throughout the Shoreline Master Program update process: As new stakeholders are identified they will be added to this Plan; as new public involvement techniques are developed they will be added; as public involvement events occur, their pertinent materials will be added. As these updates and additions occur, the City’s planning staff will include them and release an updated Public Participation Plan on a quarterly basis and posted to the City website at <http://ci.stevenson.wa.us/shorelines/>.

2.0 Public Involvement Strategies

Several public involvement strategies will be employed during the SMP update process. These strategies range from passive to interactive and will allow involvement according to the interest level of the affected public.

Public Involvement Strategies		
Maintain Clear Records: This strategy is on the more passive side of the spectrum and ensure that the City keep and make available key information gathered, public comments received, and reports submitted to Ecology during the SMP Update process.	Use Appropriate Procurement Methods: This strategy ensures that the qualifications of various interested private companies are considered before committing public funds to a company.	Recruit Stakeholder Involvement: The direct and widely publicized invitations of this strategy ensure definitive and latent stakeholders are aware of the process and can determine their own desired involvement level.
Solicit Advisory Committee Information: This strategy will ensure the City has as much information as possible prior to developing decision points or reports.	Solicit Advisory Committee Opinions: This strategy will ensure that reports and major decisions are presented as <i>drafts</i> and that stakeholders can comment on those drafts prior to the report or decision being finalized.	Widely Publicize Notices of Key Meetings and Decision Points: This strategy will continue to cast a broad net to ensure the public is aware of the SMP Update effort.
Hold Special Public Workshops: This strategy will allow the City’s public bodies to review information in advance of regular meetings and ensure process timelines do not drag out unnecessarily.	Make Decisions at Regular Public Meetings: By holding to existing meeting schedules for major decisions, this strategy will ensure the City’s actions are made according to predictable timelines.	Hold Special “Town Hall” Visioning Workshop: This strategy will ensure a wide audience can guide the goals and policy directions of the SMP update with requiring the commitment of a great deal of time.

3.0 Summary of Program Components

Often mistakenly referred to as a “plan”, the Shoreline Master Program is best described as a full suite of analyses, visionary endeavors, and regulations that will guide the use and development in and along our local

sections of the Columbia River, Rock Creek, Rock Cove, and all lands within 200 feet of their shoreline. RCW 90.58.030(3)(c) contains the formal definition of “Master Program” and includes the mapping, shoreline descriptions, goal statements, and regulatory standards necessary to fully understand the functions and processes occurring at the shoreline areas.

Stevenson is one of the last jurisdictions to begin updating its program and benefits not only from the guidance put together by the Department of Ecology but also the experience of the Washington cities and counties that have come before us. This guidance and experience indicate that the SMP update process will necessitate 31 separate tasks, 29 deliverables, and take approximately three years to complete. The tasks and deliverables needed to complete the update can be categorized into six different phases:

3.1 General Phase

Three of the tasks and five of the deliverables recur throughout the update process. These involve coordinating with the Department of Ecology on Stevenson’s progress and use of their grant funds, securing any consulting or intergovernmental services that will be necessary, and implementing this public participation plan. The materials developed during this phase are available for public review and their adoption and modification is subject to input received by the general public and key stakeholders.

3.1.1 Public Involvement Strategies

- Use Appropriate Procurement Methods
- Maintain Clear Records

3.2 Phase 1- Shoreline Jurisdiction & Public Participation Plan

Three of the tasks and four of the deliverables of the SMP update are associated with this phase. Here the City must establish the limits of the Shoreline Master Program’s jurisdiction and prepare a public participation plan. The materials generated from this phase could greatly benefit from participation by the public.

3.2.1 Key Questions:

The focus of the public participation in this Phase will determine if any areas are so locally significant that they merit inclusion within the Shoreline Master Program, and what level of public participation is expected to occur through the process.

3.2.2 Public Involvement Strategies:

- Recruit Stakeholder Involvement
- Solicit Advisory Committee Information
- Solicit Advisory Committee Opinions
- Make Decisions at Regular Public Meetings
- Maintain Clear Records

3.3 Phase 2- Shoreline Inventory, Analysis & Characterization

This is one of the longer phases of the update process and incorporates eight of the SMP update tasks and four deliverables. In this phase, the City will collect and analyze information on the shoreline's ecological and human uses and the opportunities and pressures to create, protect, enhance and/or modify those uses. This phase establishes the baseline of current shoreline conditions from which the requirement for "no net loss" is measured. In order to ensure the deliverables of this phase are accurate and exhaustive, public participation will be a key part of this phase.

3.3.1 Key Questions:

Public participation will help determine what information is currently available, how the information identifies impacts to the functions and processes occurring on the shorelines, and how these functions and processes might be influenced by future development or improved through restoration and enhancement efforts.

3.3.2 Public Involvement Strategies:

- Solicit Advisory Committee Information
- Solicit Advisory Committee Opinions
- Hold Special Public Workshops
- Make Decisions at Regular Public Meetings
- Maintain Clear Records

3.4 Phase 3- Complete Draft SMP & Cumulative Impacts Analysis

Seven tasks and five deliverables are associated with this highly important phase of the update process. Public participation will drive the content of this phase primarily through a large shoreline visioning meeting where the community at-large can discuss their preferences for the shoreline, and how those preferences might be realized within Stevenson's specific authority under the state's requirements. The public participation activities that follow this meeting will shape the regulatory system Stevenson creates through comments and guidance on the development of the goals, policies, regulations, and land use designations that structure the Shoreline Master Program.

3.4.1 Key Questions:

Public participation during this phase will establish the collective desires of the community and balance the ecological impacts of those desires to ensure there is no net loss of ecological values. The Shoreline Visioning Meeting provides the link between earlier phases by presenting the key existing conditions affecting Stevenson's shoreline areas and asking the community how those conditions should be changed for the community's and ecosystem's betterment in the future. The input received in this meeting will be the basis upon which regulatory and administrative provisions are based.

3.4.2 Public Involvement Strategies:

- Use Appropriate Procurement Strategies
- Recruit Stakeholder Involvement
- Widely Publicize Notices of Key Meetings and Decision Points
- Hold Special "Town Hall" Visioning Workshop
- Solicit Advisory Committee Opinions
- Hold Special Public Workshops
- Make Decisions at Regularly Scheduled Public Meetings
- Maintain Clear Records

3.5 Phase 4-Restoration Planning & Revisiting Phase 3

Four tasks and six deliverables are contained in this phase, which will be used to develop the final content of the SMP. The restoration plan is a critical piece that ensures the negative impacts to ecological functions anticipated by the SMP are offset by voluntary, positive actions to improve ecological functions. Since the tasks of Phase 3 may be revisited if the ecological balance of "No Net Loss" cannot be restored, public participation will again be a large component of this phase.

3.5.1 Key Questions:

As with Phase 3, Public participation during this phase will help determine how Stevenson balances the ecological impacts of its shoreline use and development actions to ensure there is no net loss of ecological values and where there is the highest potential for restoration.

3.5.2 Public Involvement Strategies:

- Solicit Advisory Committee Information
- Solicit Advisory Committee Opinions
- Hold Special Public Workshops
- Make Decisions at Regularly Scheduled Public Meetings
- Maintain Clear Records

3.6 Phase 5- Shoreline Master Program Adoption Process

After all SMP content is developed, this phase will provide stakeholders opportunities comment on the SMP as a whole prior to City adoption and submittal to Ecology for approval. The seven tasks and five deliverables associated with this task are focused on public participation and approval which will be encouraged throughout.

3.6.1 Key Questions:

Public participation during this phase will determine if the full suite of SMP analyses, goals, and regulations accomplish the goals of the City within its authority under state law.

3.6.2 Public Involvement Strategies:

- Recruit Stakeholder Involvement
- Widely Publicize Notices of Key Meetings and Decision Points
- Make Decisions at Regularly Scheduled Public Meetings
- Maintain Clear Records

4.0 Key Stakeholders

To ensure that the Shoreline Master Program is relevant to the public, the following key stakeholders will be directly engaged and informed of their public participation options:

	Stakeholder Group	Contact Date	Commitment Level
City	City Council Planning Commission Planning Department Public Works/Building/General Administration	Late 2011 Late 2011 Mid 2011 Mid 2012	Sporadic through late 2013 Heavy through mid 2014 Heavy through late 2013 Heavy through mid 2014 Sporadically through mid 2014
Advisory Committee	Columbia Gorge Kiteboard Association Columbia Gorge Windsurfing Association Mid-Columbia Association of Realtors Port of Skamania County Shoreline Property Owners Skamania County Skamania County Chamber of Commerce Skamania County Economic Development Council Skamania Permaculture Guild Stevenson Business Association Bonneville Power Administration Burlington Northern Santa Fe Railroad Columbia River Gorge Commission Columbia Riverkeeper Confederated Tribes of the Umatilla Confederated Tribes of the Warm Springs Federal Emergency Management Agency Friends of the Columbia Gorge	Early 2013 & Early 2015	Monthly through late 2015

Lower Columbia Fish Recovery Board	
National Oceanic & Atmospheric Administration	
Underwood Conservation District	
US Army Corps of Engineers	
US Environmental Protection Agency	
US Fish & Wildlife	
US Geological Survey	
WA Department of Archeology & Historic Preservation	
WA Department of Ecology	
WA Department of Fish & Wildlife	
WA Department of Natural Resources	
WA Department of Transportation	
WA Recreation & Conservation Office	
Washington State Extension Office	
Yakama Indian Nation	

5.0 Levels of Public Participation

Stevenson is a small town of 1,500 people where word travels fast and citizens have many opportunities to directly interact with their City policy makers. Since Stevenson is also set on the Columbia River, along a major freight transportation corridor, and within a National Scenic Area, many outside interests have a stake in the conduct and policies of the City. In the development of its Shoreline Master Program the City will create many opportunities for interested parties to help shape the final SMP product. The various levels of participation include:

5.1 General Public

The general public not participating in any of the above groups will be informed of the Shoreline Master Program update process through notices in the *Skamania County Pioneer* and public postings associated with specific meetings and tasks. As interest in the SMP update ebbs and flows these participants may wish to increase their level of involvement and may be added any of the above groups at their will, and any written or verbal comments they give will be reviewed by the Planning Commission.

5.2 Mailing List

As an alternative to the more involved committees described below, interested stakeholders of all kinds will be invited to participate in the Shoreline Master Program update through the mail/email list. The City will

maintain a list of interested stakeholders and send out notices of key meetings, fact-finding and opinion questionnaires, and other pertinent information on the SMP update process.

5.3 Advisory Committee

An advisory committee will be created as part of the Shoreline Master Program update to capture the voices and input of the key stakeholders. While additional committees may be created if a specific need arises, the City does not wish to burden its limited resources with a process that is overly top-heavy and hopes that most interests and issues can be accommodated within this committee.

The Advisory Committee (AC) will be formed by sending invitations 1) directly to all shorelines property owners, local, state and federal governmental departments, tribal governments, and local interest groups and 2) be published in the local newspaper, the *Skamania County Pioneer*. To save the committee time and mileage, and to save the City the cost of materials, this committee will be provided detailed informational email briefs throughout the update process. The AC is invited to 1) discuss all information with City Staff and/or the Planning Commission liaison and 2) attend all Planning Commission meetings or submit written comments on the topics that pique the interest of each individual member. All written comments submitted with an individual member will be summarized by City Staff and made available to the full Advisory Committee membership. The Advisory Committee will include at least one Planning Commission member as liaison and shape the SMP through the expression of their desires and sharing first-hand experience as local shoreline residents.

5.4 Planning Commission

The Stevenson Planning Commission will serve as the primary public forum for the Shoreline Master Program update and will recommend the final draft for Council approval. Interested stakeholders will be able to provide input on the final SMP through attendance at regularly scheduled Planning Commission meetings, special workshops, and public hearings on the draft SMP products. Membership on the Planning Commission is also available to citizens after vacancies are publicly advertized, interested candidates submit statements of interest, and the City Council appoints its preferred candidate. Beyond their meetings, select Planning Commissioners will also serve as liaisons to the advisory committee that will be formed during the update process.

5.5 City Council

As the City's elected leadership, the City Council will be responsible for adopting the final Shoreline Master Program after a public hearing, appointing the Planning Commissioners and City staff who will develop the majority of the SMP, and keeping updated on the SMP as it develops. Stakeholders interested in the

Shorelines update project have many direct lines of communication to the City Council, and citizens desiring even more voice in shaping the plan may run for election to the City Council.

6.0 Phase-By-Phase Public Involvement

General Phase Public Involvement Strategies		
Task #	Strategy Description	Status
A	<ul style="list-style-type: none"> Maintain clear records of progress, financial obligations, and consultant selection. 	Quarterly (Ongoing): Progress Reports and reimbursement requests submitted to Ecology are available upon request.
B	<ul style="list-style-type: none"> Use appropriate procurement strategies for selecting consultants and service providers. 	<p>February 2012: Staff solicited statements of qualifications from two consulting firms for creation of 3D digital modeling of the downtown waterfront.</p> <p>April-May 2012: Rock Cove Design was contracted and completed 3D modeling work. Business/building owners were solicited to review accuracy of information to be uploaded to Google Earth.</p> <p>July – November 2012: Google Earth approves City uploads for public availability.</p> <p>December 2012: City Contracts with Skamania County Assessor's Office for GIS services creating flowage easement layer and legal lot layer.</p> <p>January – June 2012: City and County staff collect information and create layers.</p> <p>February 2015: City to advertise for public involvement and planning consultants to assist in future phases.</p> <p>February 2015: City to contract with Skamania County Assessor's office to conduct GIS analysis of shoreline conditions.</p>
C	<ul style="list-style-type: none"> Implement Public Participation Plan (PPP) to encourage active involvement of stakeholders 	<p>February 2013: City solicited land owner participation in local advisory committee, mailing lists, or general public (Attached). Solicitation included special explanatory note to stakeholders in potential pre-designation areas (Attached).</p> <p>March 2013, January 2014, January 2015: City Council appointed ad hoc local advisory committee.</p> <p>February 2015: City to solicit broader involvement of interest groups and governmental agencies via direct mail and public notice.</p> <p>February 2015: City to confirm interest level of previously contacted groups.</p> <p>Quarterly (Ongoing): Updated PPP submitted to Ecology, available upon request.</p>

Phase 1 Public Involvement Strategies		
Task #	Strategy Description	Status
1.1	<ul style="list-style-type: none"> Identify required and optional areas for preliminary shoreline jurisdiction within City and in potential pre-designation areas. 	<p>February 2015: Preliminary Jurisdiction Map to be reviewed by PC.</p> <p>February 2015: City to solicit comments from stakeholders in optional jurisdiction areas.</p> <p>March 2015: Preliminary Jurisdiction Map to be reviewed for</p>

	<ul style="list-style-type: none"> Engage stakeholders and property owners in optional shoreline areas prior to establishing final shoreline jurisdiction. 	approval by Ecology.
1.2	<ul style="list-style-type: none"> Prepare PPP to encourage active involvement of stakeholders. 	<p>May 2012: Planning Commission adopts PPP at regularly scheduled PC meeting.</p> <p>February 2015: Planning Commission to adopt updated PPP.</p>
1.3	<ul style="list-style-type: none"> Maintain clear records of SMP Submittal Checklists submitted to Ecology. 	Quarterly (Ongoing): SMP Submittal Checklists submitted to Ecology are available upon request.

Phase 2 Public Involvement Strategies

Task #	Strategy Description	Status
2.1	<ul style="list-style-type: none"> Solicit advisory committee guidance on available data, plans, inventories and information suitable to guide the characterization report. Maintain clear records of subcommittee guidance. 	January 2014: Online and hard copy questionnaire re: available information sent to advisory committee (Attached).
2.2	<ul style="list-style-type: none"> Solicit advisory committee guidance on importance/relevance of issues related to shorelines. Solicit advisory committee guidance on draft Inventory and Characterization Report sections. Maintain clear records of advisory committee and public comments received during shoreline characterization. 	<p>September 2013: Preliminary Shoreline Inventory presented at regular PC meeting asking for other known information sources.</p> <p>January - February 2014: Online and hard copy questionnaire re: shoreline issues sent to advisory committee (Attached).</p> <p>February 2015: Draft introduction and ecosystem-wide processes section to be sent to advisory committee for comment.</p> <p>March 2015: Draft shoreline functions, use analysis, and public access opportunities sections to be sent to advisory committee for comment.</p>
2.2.1	<ul style="list-style-type: none"> Review ecosystem-wide processes at PC meetings. 	<p>July 2014: Staff updates at PC meeting inform them that a very early draft ICR report is available upon request.</p> <p>February-March 2015: Draft ecosystem-wide processes section to be reviewed at PC meeting.</p>
2.2.2	<ul style="list-style-type: none"> Review shoreline functions at PC meetings. 	March – April 2015: Draft shoreline functions section to be reviewed at PC meeting.
2.2.3	<ul style="list-style-type: none"> Review shoreline use analysis at PC meetings. 	March – April 2015: Draft shoreline use an analysis section to be reviewed at PC meeting.
2.2.4	<ul style="list-style-type: none"> Review public access opportunities at PC meetings. 	March – April 2015: Draft shoreline public access opportunities section to be reviewed at PC meeting.
2.3	<ul style="list-style-type: none"> Solicit advisory committee guidance on full draft Inventory and Characterization Report. Review shoreline Inventory and Characterization Report at regularly scheduled PC meeting. 	<p>March – April 2015: Full draft Inventory and Characterization Report to be sent to advisory committee for comment.</p> <p>April 2015: Full draft Inventory and Characterization Report to be reviewed at PC meeting.</p>
2.4	<ul style="list-style-type: none"> Maintain clear records of SMP Submittal Checklists submitted to Ecology. 	Quarterly (Ongoing): SMP Submittal Checklists submitted to Ecology are available upon request.

Phase 3 Public Involvement Strategies

Task #	Strategy Description	Status
3.1	<ul style="list-style-type: none"> • Hold a large community visioning meeting in a shoreline area. • Widely publicize notice and results of shoreline visioning meeting(s), including direct mailings to all interested parties providing comment. • Maintain clear records of public input received at visioning meeting. 	
3.2	<ul style="list-style-type: none"> • Solicit advisory committee input on draft SMP goals, policies and regulations. • Review draft SMP goals, policies and regulations at a regularly scheduled PC meeting. 	
3.3	<ul style="list-style-type: none"> • Solicit advisory committee input on proposed Environment Designations. • Review draft Environment Designation at PC meeting. 	
3.4	<ul style="list-style-type: none"> • Solicit advisory committee input on draft use and modification policies. • Review draft use and modification policies at PC meeting. 	
3.5	<ul style="list-style-type: none"> • Solicit advisory committee input on draft administrative provisions. • Review draft administrative provisions at PC meeting. 	
3.6	<ul style="list-style-type: none"> • Review draft cumulative impact analysis at regularly scheduled PC meeting. 	
3.7	<ul style="list-style-type: none"> • Maintain clear records of SMP Submittal Checklists submitted to Ecology. 	Quarterly (Ongoing): SMP Submittal Checklists submitted to Ecology are available upon request.

Phase 4 Public Involvement Strategies

Task #	Strategy Description	Status
4.1	<ul style="list-style-type: none"> • Solicit advisory committee comments to identify priority restoration areas and current restoration efforts and to review and recommend draft restoration plan. • Review and adopt draft restoration plan at regularly scheduled PC meeting. • Maintain clear records of advisory committee communications and public comments on restoration plan. 	

4.2	<ul style="list-style-type: none"> • Solicit advisory committee comments on draft goals, policies, regulations, environment designations, and standards. • Revisit and adopt final jurisdiction, draft goals, polices, regulations, environment designations, and standards at open PC meetings. • Maintain clear records of advisory committee communications and public moments on the revisited draft SMP. 	
4.3	<ul style="list-style-type: none"> • Present No Net Loss Report at an open PC meeting. • Maintain clear records of advisory committee communications and public comments on No Net Loss Report. 	
4.4	<ul style="list-style-type: none"> • Maintain clear records of SMP Submittal Checklists submitted to Ecology. 	Quarterly (Ongoing): SMP Submittal Checklists submitted to Ecology are available upon request.

Phase 5 Public Involvement Strategies

Task #	Strategy Description	Status
5.1	<ul style="list-style-type: none"> • Maintain clear records of previous phases of work which contributed to Final Draft SMP. • Maintain clear records of responses to Ecology's informal comments. 	
5.2	<ul style="list-style-type: none"> • Appropriately publish SEPA documentation, including direct mailings to all interested parties providing comment. • Maintain clear records of SEPA comments and responses received. 	
5.3	<ul style="list-style-type: none"> • Maintain clear records of any Commerce communications regarding critical areas review. 	
5.4	<ul style="list-style-type: none"> • Widely publish notice of City Council public hearing on local adoption of draft SMP, including direct mailings to all interested parties providing comment. 	
5.5	<ul style="list-style-type: none"> • Maintain clear records of the Responsiveness Summary which addresses all comments received at the public hearing. 	
5.6	<ul style="list-style-type: none"> • Locally adopt draft SMP at a regularly scheduled City Council 	

	meeting.	
5.7	<ul style="list-style-type: none"> Maintain clear records of SMP Submittal Checklists submitted to Ecology. 	Quarterly (Ongoing): SMP Submittal Checklists submitted to Ecology are available upon request.

7.0 Public Participation Materials Catalogue

The following pages include the key public participation materials used during the Shoreline Master Program update process. These materials are organized chronologically and will be updated throughout the process.

7.1 Materials as of February 2015

- Task C- Shoreline Local Advisory Committee Solicitation Letter (February 2013)
- Task C- Shoreline Pre-Designation Area Note (February 2013)
- Task C- City Council appointment of advisory committee agenda, minutes (March 2013)
- Task 2.2- Planning Commission agenda, staff report, minutes (September 2013)
- Tasks 2.1 & 2.2- Advisory Committee Issues, Data Questionnaire (January 2014)
- Tasks 2.1 & 2.2- Planning Commission agenda & minutes re: questionnaire (March 2014)
- Task 2.2- Planning Commission agenda & minutes re: early draft ICR (July 2014)