# Section 2
# Integrated Planning Process

The ultimate goal of the IWRP process is to develop a plan that garners broad consensus and support from the people and organizations that will be affected in some way by the decisions. Together with technical and economic feasibility, support from public citizens, advocacy groups, regulatory agencies, participating utilities, and scientific agencies is the third pillar of a successful IWRP. Phase I of this IWRP process focused primarily on consensus building—specifically on agreements between participating stakeholders regarding the types of plans and decisions which would be most broadly beneficial to the most people. Phase II will carry this basic tenet forward, while also focusing more detailed attention on technical and economic feasibility of alternative ideas that have already been identified as preferable. The way that consensus was achieved in Phase I was by discussing and agreeing upon strategic goals, rather than on preferences of individuals or their organizations for specific projects or decisions. Plans that are focused on consensus goals are much more likely to receive broad support than plans formulated on individual preferences for specific projects. The rest of this section outlines this goal-oriented process of consensus building.

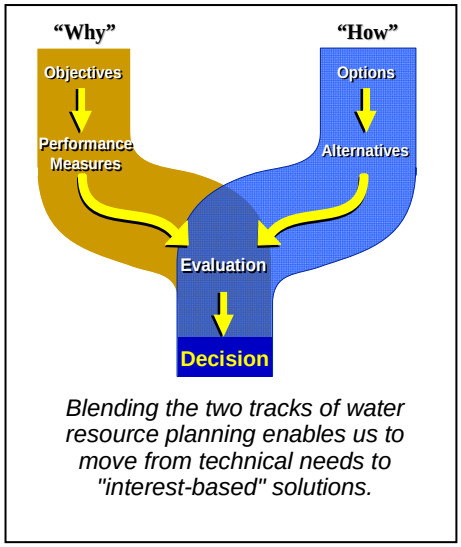
## 2.1 Identification of Stakeholders and Decision Makers

The first step in the IWRP process was to identify the people who would in some way be affected by (or have authority over) the integrated plan. These stakeholders represented public citizens of Franklin, Franklin's utilities, other regional utilities, watershed advocators, scientific advisors, and regulatory officials. The stakeholders are discussed in more detail in Section 3.1. The four categories of stakeholders and their parts in the IWRP process are described below.

1. **Decision Makers** – Board of Mayor and Aldermen
2. **Steering Committee –** City Staff, Scientific Advisor, BOMA Member
    - Participated with stakeholder advisory group in interactive workshops.
    - Made recommendations to BOMA.
    - Worked with facilitators to direct the process.
3. **Stakeholder Advisory Group –** Citizen representatives, watershed organizations, utility directors, state regulatory representatives, technical experts
    - Participated in collaborative workshops (discussed below).
    - Made recommendation to the steering committee.
4. **Public Citizens**
    - Received reports on project progress.

- Offered opportunity to share ideas and information with stakeholder advisory group and steering committee.

## 2.2 Separating Reasons from Methods (Why vs. How)




*Blending the two tracks of water resource planning enables us to move from technical needs to "interest-based" solutions.*

The most fundamental aspect of building consensus is distinguishing between the reasons for making certain decisions and the means of implementing them. This can be thought of as separating the Why from the How. In other words, beginning to solve problems by discussing how to solve them can often lead to disagreements, for no other reason than the problems themselves have not been agreed upon. By beginning with a common understanding and statement of the problems to be addressed, the participants in an IWRP process can agree on why any given decision must be made. Only then can they engage in cooperative discussions on how to address the problems. The IWRP process was divided into two very distinct tracks to help stakeholders first identify goals and objectives for this plan (the Why) and then to identify the projects or management measures that could best address these common goals (the How). In short, big-picture goals must be agreeable before the problems at their source can be discussed on common ground.

## 2.3 Integrated Planning Framework

To help facilitate the distinction between Why and How, a commonly employed IWRP framework was used with the City of Franklin and its stakeholders. At its core are four key terms that were used throughout the planning process to focus attention, first, at a common statement of goals and, then, on consensus-building around the best way to achieve the goals. The terms defined here will be used throughout this report:

| | |
|---|---|
| **Objectives (Why)** | Major goals of the IWRP, in broad and understandable terms |
| **Performance Measures (Why)** | Specific metrics that indicate whether or not (or how well) an objective is being achieved |
| **Options (How)** | Individual projects or policies that will be assembled into comprehensive alternatives |
| **Alternatives (How)** | Packages of individual projects and policies designed to meet objectives |

During the planning process, options were grouped into alternatives only after the objectives were agreed upon. With agreeable objectives, the options could be compared on common ground, because the performance measures clearly indicated how well each alternative satisfied the group's collective objectives. Without this common basis of measurement, decisions can be largely based on personal preference. Even when based on scientific, economic, and social rationale, consensus can be extremely difficult to achieve, if the objectives are not stated explicitly and cannot be measured in agreeable ways.

## 2.4 Collaborative Workshops and Meetings

Stakeholders are engaged from the beginning and throughout the entire planning process, which helps define the objectives of the plan, identify potential solutions, collaborate on the formulation of analysis tools, and develop recommendations for BOMA. Steering committee meetings were held monthly during Phase I to discuss and facilitate project progress. Stakeholder advisory group workshops were held at key points throughout the development of the IWRP integrated model. A summary of the stakeholder meetings and their objectives is provided in **Table 2-1**. The minutes for all meetings have been provided for the public on the City's IWRP website at http://www.franklin-gov.com/index.aspx?page=623.

### Stakeholder Workshops

The four definitions above (objectives, performance measures, options, and alternatives) became the primary framework for a series of collaborative workshops with the IWRP stakeholder advisory group and steering committee. Four workshops were held to facilitate consensus on each of the major components of the IWRP process and then to formulate recommendations on preferred alternatives that warrant more detailed technical and economic analysis in Phase II. The workshops reflect both the Why vs. How concept and the four basic definitions put into practice.

### Public Forums

The project team coordinated two public forums to provide information to the general public regarding the project objectives and alternatives arising from the selection process. The focus of these meetings was to educate the community about the purpose and scope of the project and provide the general public an opportunity to give feedback to the consulting team and the stakeholder advisory group. The presentations and meeting minutes from both public forums have been provided for the public on the City's IWRP website, provided above.

**Table 2-1**
**Franklin IWRP Key Meetings**

| Meeting | Date | Goals |
|---|---|---|
| **Introductory Stakeholder Meeting** | December 17, 2009 | 1. Outline the approach and timeline for Phase I.<br>2. Define the roles of the stakeholders.<br>3. Explain the first need for information from stakeholders. |
| **Workshop 1: Objectives** | January 20, 2010 | 1. Identify project objectives and discuss objective weighting.<br>2. Identify performance measures.<br>3. Identify constraints that bound the scope of the project plan. |
| **Public Forum 1** | February 22, 2010 | 1. Explain IWRP and why it is needed<br>2. Scope and process<br>3. Present draft objectives from Workshop #1<br>4. Solicit feedback |
| **Workshop 2: Performance Measures** | March 24, 2010 | 1. Review objectives and present results of objective weighting<br>2. Discuss performance measures.<br>3. Discuss specific project options for meeting objectives.<br>4. Introduce concept of grouping options into themed alternatives.<br>5. Conduct brief demonstration of integrated system model. |
| **Workshop 3: Alternatives** | June 2, 2010 | 1. Review of alternatives formulation process.<br>2. Review list of specific project options.<br>3. Conduct initial grouping of options into themed alternatives. |
| **Public Forum 2** | July 12, 2010 | 1. Review IWRP process and objectives<br>2. Discuss development of options and performance measures<br>3. Explain alternatives formulation<br>4. Present integrated system model |
| **Workshop 4: Comparing and Modifying Alternatives** | August 18, 2010 | 1. Explain the analysis process and score card methodology.<br>2. Review the results and scores of the alternatives.<br>3. Select and refine alternatives for Phase II. |

### Technical Workshops

In addition to the workshops and public forums, the project team hosted two technical meetings for interested parties to review the formulation and functionality of the integrated model used for analyzing alternatives. During these meetings, technical specialists were available to provide detailed information regarding the model assumptions, construction, and integrations of model relationships and the overall process of running the model.

## 2.5 Integrated System Modeling and Analysis

The stakeholders were provided with technical information on the performance of the alternatives with the help of an integrated system simulation model (discussed in detail in Section 4). This computer tool simulated the connectivity between Franklin's

water supply, wastewater, stormwater, and reclaimed water both directly and through their interactions with the region's common natural water resource, the Harpeth River. Fundamentally, the tool was developed to support the following two functions:

- **Understanding of System Dynamics –** An important part of the consensus-building process is developing a common understanding of the dynamics (cause-and-effect relationships), tradeoffs, and vulnerabilities of interconnected water resource systems. Before examining specific alternatives, the model was used in two technical forums to help illustrate the potential effects and tradeoffs of certain key decisions that might someday be made. For example, the group explored the effects of increased water supply withdrawals on the Harpeth River over its entire flow regime and, also, the effects of increased reclaimed water usage on water quality in the river. Basically, the model was used in these venues to help answer important what if questions about certain prospective options in a technical, objective way.

- **Providing Performance Measures for Alternatives –** The model was also used to provide most of the quantitative performance measures for the alternatives (life-cycle costs were calculated externally). Examples of model output included frequency of low river flows, pollutant loads into the river, energy consumption, amount of wastewater and stormwater reclaimed for beneficial uses, etc. These values were used directly to help the stakeholders compare alternatives.

## 2.6 Identification of Preferred Plans

Once the alternatives were formulated and each had been analyzed with the integrated systems simulation model, a composite score for each alternative was developed. Part of this process included interactive work with the steering committee to assign qualitative scores to alternatives where numerical scores would be inappropriate or infeasible (generally, a scale such as poor/good/better/best). The score for each performance measure was then multiplied by the weight of the affiliated objective (modified in some cases to emphasize performance measures that best distinguished alternatives over those that showed little distinction). These weighted values were then added together into a composite score for each alternative. Composite scores could be easily compared to identify the most preferred alternatives, tradeoffs between alternatives, and the component parts of each alternative that seemed to contribute most broadly to its effectiveness. This information was used by the stakeholders to regroup certain options and form hybrid alternatives aimed at as many objectives as possible.

At the conclusion of Phase I, the process yielded four preferred hybrid alternatives which, by consensus of the stakeholders, should be carried forward into Phase II for more detailed technical and economic analysis.