

HOW TO USE THIS HANDBOOK



For the transportation community, involving the public in planning and project development poses a major challenge. Many people are skeptical about their ability to influence the transportation decision-making process. Others may feel that transportation plans are too abstract and so far into the future that participating now yields little affect.

The challenge to the transportation agency and public involvement practitioners is to devise a way to interest the public in the decision-making process. The challenge also is to convince the public that their active involvement and participation in the transportation decision-making process provides them an opportunity to have meaningful impacts on decisions affecting their communities.

The FDOT Public Involvement Handbook provides public involvement practitioners techniques and methods to encourage meaningful public participation in the development of a transportation system that meets the needs of Florida residents and visitors. This handbook is compliant with the Florida Department of Transportation public involvement policy and all other legal foundations for public involvement as a means of providing access to the transportation decision-making process.

This handbook is intended to provide clear guidance for developing and implementing effective public involvement activities that meet and may exceed federal and state requirements to involve the public in transportation decision-making. It describes a variety of methods and techniques to involve the public in the development of transportation plans, programs and projects. It helps public involvement practitioners design effective public involvement plans that become roadmaps to reach those affected by transportation actions.

There are 10 chapters:

Chapter 1	Introduction
Chapter 2	Requirements for Public Involvement
Chapter 3	Using Public Involvement for Sociocultural Effects Evaluation
Chapter 4	How to Involve People
Chapter 5	Working With the Media
Chapter 6	Public Involvement Plan
Chapter 7	Public Meeting Preparation and Management
Chapter 8	Public Hearings
Chapter 9	Documentation of Public Involvement Activities
Chapter 10	Evaluation of the Effectiveness of Public Involvement Programs

Chapters 1 and 2 describe the FDOT approach to public involvement and the legal foundation for this approach. Chapter 3 introduces the public involvement process to use in conjunction with sociocultural effects evaluations in the Efficient Transportation Decision Making (ETDM) process.

Chapters 4-10 assist practitioners in coordinating a full public involvement program. These chapters address creating public involvement goals and objectives, identifying the audiences, developing a set of general strategies, fleshing out the approach with specific techniques, documenting the results and evaluating the entire outreach effort. Chapter 10 outlines the steps taken to evaluate public involvement techniques, identifies measures to quantify success rates and outlines strategies to improve the public involvement process. Please note that this handbook addresses public involvement from planning through Record of Decision. Later revisions will include Design, Right of Way, Construction and Maintenance.

The 3 appendices contain:


- Tools and Techniques
- Glossary
- Resources

Appendix A: Tools & Techniques



The techniques contained in this section have been gathered from *Public Involvement Techniques for Transportation Decision Making*, a collection of techniques developed by the Federal Highway Administration.

Appendix B: Glossary



A list of acronyms and glossary are provided to assist the practitioner in defining and explaining complex transportation jargon in easily understandable language.

Appendix C: Resources



A listing of public involvement resources is included to highlight research efforts and offer ideas for complex projects requiring additional public involvement support.

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Public Involvement Handbook



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1.0 INTRODUCTION

Every decision or action made by a transportation agency affects someone to some degree. Whether it's a long-term plan to build a highway or a short-term maintenance project, people, their neighborhoods and their traffic patterns feel the impacts of the actions we take. The people in the community are our customers and they deserve every opportunity to communicate their needs and wants so we can, in turn, do our best to meet the needs of the community.

This handbook provides specific techniques, ideas and examples to help the Florida Department of Transportation (FDOT) project managers and engineers, consultants, Metropolitan Planning Organizations (MPOs), and other transportation partners fulfill both the letter and the spirit of FDOT's public involvement policy adopted September, 2001.



“The Department recognizes the importance of involving the public in information exchange when providing transportation facilities and services to best meet the state’s transportation challenges. Therefore, it is the policy of the Florida Department of Transportation to promote public involvement opportunities and information exchange activities in all functional areas using various techniques adapted to local area conditions and project requirements.”

There is no cookie-cutter approach to informing, educating and involving the public. Every project is different and will require the use of different public involvement strategies. Each public involvement program will outline and incorporate a variety of techniques, some more than others. Each FDOT district and MPO has its own public involvement procedures that supplement state and federal requirements. But every project has one thing in common: there will be some level of public involvement, ranging from local government notification to formal public hearings.

The key to developing an efficient transportation system where projects move forward smoothly starts with the identification of all stakeholders and affected citizens in the earliest planning stages and maximizing their participation throughout the life of the project. Other important factors include the development of a Public Involvement Program based on solid research and the ongoing monitoring and retooling of the program as the project progresses based on the evaluation of the effectiveness of the techniques employed.

**Affected Community:**

The community within which the transportation project decisions are to be implemented. It is the community that will, by virtue of the behavior patterns of individuals or groups that hold the community together, provide the most significant public input. A community is defined by geographic boundaries, physical features, and socioeconomic conditions.

Active public involvement leads to transportation improvements that meet community needs and desires, provide greater acceptance of projects, engender a sense of community and enhance agency credibility. Public involvement builds a credible and trusting relationship between the transportation agency and the community it serves through partnering, outreach, active listening and two-way communication. Understanding the relationship between transportation decisions and the community will minimize conflict and help resolve potential problems.

2.0 REQUIREMENTS FOR PUBLIC INVOLVEMENT

2.1 Federal Requirements

The emphasis on public involvement has continued with the passage in 2005 of the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU). Previously, the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991 required states and MPOs to involve the public to a much greater extent in transportation decision-making than under previous law. When ISTEA expired in 1998, it was replaced by the Transportation Equity Act for the 21st Century (TEA-21), which continued to place strong emphasis on public involvement. SAFETEA-LU retains all of the public involvement language from the previous acts and adds new requirements, including the development of an MPO Public Participation Plan in consultation with interested parties; the addition of bicycle and pedestrian facilities users and the disabled as interested parties; public meetings held at convenient times and accessible locations; and the use of electronic methods and visualization techniques to provide information to the public.

These regulations are found in 23 Code of Federal Regulations (CFR), Part 450.210 and 450.316 to guide the development of statewide, local and metropolitan plans and programs. These regulations also include the following:

- Early and continuous public involvement opportunities throughout the planning and programming process;
- Timely information to citizens, affected public agencies, representatives of transportation agencies, private sector transportation entities and other interested parties, including segments of the community affected by transportation plans, programs, and projects;
- Reasonable public access to information;

- Adequate public notice of public involvement activities and ample time for public review and comment at key decision points;
- Explicit consideration and response to public comment;
- Consideration of the needs of the traditionally underserved, including low-income and minority citizens;
- Periodic review of public involvement efforts by the Metropolitan Planning Organization (MPO) to ensure full and open access to all;
- Review of public involvement procedures by the FHWA and FTA when necessary; and
- Coordination of MPO public involvement processes with statewide efforts whenever possible.

The National Environmental Policy Act of 1969 (NEPA) established a national policy for the protection of the environment. NEPA requires the consideration of potential impacts on social and natural resources during transportation decision-making.

In addition, the Americans with Disabilities Act (ADA) requires reasonable efforts be made to accommodate citizens with disabilities who wish to attend public meetings.

Table 2.1 lists federal requirements and provides links to the listed requirements.

Legal Requirements, Policies & Guidance	
Federal	
Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU)	Continued and enhanced emphasis on strong planning processes and public involvement http://www.fhwa.dot.gov/hep/23cfr450.htm
23 CFR 450.210 and 450.316	Guides the development of statewide transportation plans and programs; requires early and continuous public involvement www.access.gpo.gov
FHWA/FTA Interim Policy on Public Involvement	Requires effective public involvement processes custom-tailored to local conditions www.fhwa.dot.gov/environment/pi_pol.htm
23 USC 128	Requires public hearings or the opportunity for public hearings for plans for Federal-aid highway projects www.access.gpo.gov/uscode
23 USC 135	Provides for reasonable access to comment on proposed plans www.access.gpo.gov/uscode
National Environmental Policy Act (NEPA)	Requires consideration of impacts on human environments www.fhwa.dot.gov/environment
Title VI of the Civil Rights Act of 1964	Declares that no person shall be excluded from participating in any program receiving federal assistance on the basis of race, color or national origin www.fhwa.dot.gov/environment/title_vi.htm
28 CFR 36 Americans with Disabilities Act	Requires government programs to be accessible to people with disabilities www.usdoj.gov/crt/ada/adahom1.htm
23 CFR 771 Environmental Impact and Related Procedures	Addresses early coordination, public involvement, project development www.access.gpo.gov
Technical Advisory 6640.8A	Guidance for preparing and processing Environmental and Section 4(f) documents www.environment.fhwa.dot.gov/projdev/impta6640.htm
Executive Order 12898 on Environmental Justice	Addresses avoidance of actions that can cause disproportionately high and adverse impacts on minority and low income populations www.fhwa.dot.gov/environment/ejustice/facts/index.htm
49 CFR 24 Uniform Relocation Assistance & Real Property Acquisition Policies Act	Ensures property owners and people displaced by Federal-aid projects are treated fairly, consistently and equitably www.access.gpo.gov
Executive Order 13166 on Limited English Proficiency	Improving access to services for people with limited English proficiency www.fhwa.dot.gov/hep/lowlim/index.htm
President's Council on Sustainable Development	http://clinton2.nara.gov/PCSD


Table 2.1 Legal Requirements, Policies & Guidance – Federal

2.2 State Requirements

Chapter 339.155, Florida Statutes (F.S.), addresses public involvement in transportation planning. It requires that citizens, public agencies and other known interested parties be given the opportunity to comment on the long-range component of the Florida Transportation Plan and before substantive revisions to the plan. It also requires hearings during the development of major transportation improvements.

Chapter 339.175, F.S., requires public involvement in the development of the Long Range Transportation Plan (LRTP) and Transportation Improvement Program (TIP).

Chapter 286, F.S., commonly known as “The Sunshine Law,” addresses public access to governmental proceedings at the state and local level. The Sunshine Law requires that meetings of boards or commissions be open to the public, reasonable notice of such meetings be given, and minutes taken and made available to the public in a timely manner.



Legal Requirements, Policies & Guidance	
State	
s. 286.011, F.S.	Meetings of public boards or commissions must be open to the public; reasonable notice of such meetings must be given; and minutes of the meetings must be taken.
s. 339.135, F.S.	Public hearings during development of work program
s. 339.155, F.S.	Public involvement during development of Florida Transportation Plan, major transportation improvements and design hearings.
s. 339.175, F.S.	Public Involvement in the development of the Long Range Transportation Plan (LRTP) and Transportation Improvement Program (TIP).
s. 341.051(2), F.S.	Public involvement during development of public transit plans
s. 335.02(1), F.S.	Public hearings during the designation of facilities as part of the State Highway System.
<i>*To search Florida Statutes, visit www.flsenate.gov/statutes</i>	

Table 2.2 Legal Requirements, Policies & Guidance - State

Public involvement activities support many FDOT programs. Several manuals and handbooks are available to assist in developing comprehensive public involvement/outreach programs:

- **Access Management**

Access Management is the process used to plan the location, design, and operation of driveways, median openings, interchanges, and street connections. Median decisions can be particularly controversial. Sound public involvement strategies can facilitate open communication with affected parties. In 1995, FDOT adopted *Deviations from Median Opening Standards: A Procedure for Engineering Decisions*, which calls for initiating public involvement on median design during PD&E and carrying this through production. For additional information, see the *Public Involvement Handbook for Median Projects* available through the FDOT Systems Planning Office.

- **Florida Scenic Highways**

The Florida Scenic Highway program relies heavily on grassroots public involvement to obtain support in the community for scenic highway designations. The *Florida Scenic Highway Program Manual* provides resources and techniques to design a Community Participation Program (CPP). The CPP is an outreach program designed to heighten awareness, build consensus and foster support of the scenic corridor. For additional information see www.dot.state.fl.us/publicinformationoffice/scenichighway.

- **Transportation Design for Livable Communities**

Chapter 21 of FDOT's *Plans Preparation Manual* addresses Transportation Design for Livable Communities (TDLC), which is a more flexible approach to planning and designing highway projects. Once community values have been identified through public involvement and sociocultural effects evaluation, TDLC provides a way to address or preserve some of those values. The Department's policy is to consider the incorporation of TDLC when such features are desired, appropriate and feasible.

Transportation Design for Livable Communities, also known as Context-Sensitive Design, is based on the consideration of:

- Safety of pedestrians, bicyclists, motorists and public transit users;
- Balancing community values and mobility needs;
- Efficient use of energy resources;
- Protection of the natural and man-made environment;
- Coordinated land use and transportation planning;
- Local and state economic development goals; and
- Complementing and enhancing existing standards, systems and processes.

TDLCL strategies include landscaping, roadside amenities, pedestrian and bicycle facilities, lighting approaches, interchange designs and various traffic calming practices. See the *Plans Preparation Manual* or visit the Web site, <http://www.dot.state.fl.us/rddesign/Publications/pub.htm> for additional information.

- **Cultural Resources**

Federal and State historic preservation law requires that the Department take into account the effects of its undertakings upon archaeological and historical resources listed in or eligible for listing in the *National Register of Historic Places*. The *Project Development and Environment Manual, Part 2, Chapter 12: Archaeological and Historical Resources* and the *Cultural Resource Management Handbook* include discussion of the process for coordinating with other agencies, local governments, Native American tribes, the general public, and other “consulting parties” concerning cultural resource evaluations conducted to comply with Federal and State law. Additional information regarding cultural resources can be found at www.dot.state.fl.us/emo/pubs/cultmgmt/cultmgmt.htm.

- **Roadway Design**

FDOT’s *Plans Preparation Manual* addresses public involvement in the design phase. During this phase, alternatives must be evaluated for potential impact on communities; commitments made in earlier phases must be communicated to designers who are

responsible for carrying them out, and design changes that affect the department's ability to meet those commitments require follow-up with the community.

In addition, the chapter provides a list of potential community impacts that are not identified until the design phase. Community Awareness Plans developed by the districts provide the mechanism for continued public involvement depending on the impact to the community.


Additional information pertaining to public involvement can be found on FDOT's website: www.dot.state.fl.us. Public involvement pages list upcoming opportunities in each district. Information on planning, transportation modes and other topics can also be found at the website.

2.3 District Requirements



Pursuant to s. 339.135(4)(c), F.S., each Florida Department of Transportation district office develops a District Work Program in cooperation with the MPOs and counties within its jurisdiction. These district work programs include, to the maximum extent feasible, the project priorities submitted by MPOs and by the Boards of County Commissioners in non-MPO counties.

Each district office is required to hold a public hearing in at least one urbanized area within its jurisdiction and to make a presentation at a meeting of each MPO in the district to determine if changes (additions, deletions, and revisions) are necessary to projects contained in the District Work Program. Department policy goes beyond this statutory requirement by requiring a public hearing in *each* urbanized area within the district. Non-MPO counties are also invited to these public hearings.



Legal Requirements, Policies & Guidance
FDOT Policies, Procedures, Directives & Manuals
FDOT Environmental Policy (000-625-001-h)
FDOT Public Involvement Opportunities Policy (000-525-050)
FDOT Transportation Design for Livable Communities Policy (000-625-060-b)
FDOT Community Impact Assessment Policy (000-650-015-a)
FDOT Project Development and Environmental Manual
FDOT Median Opening and Access Management Decision Process (625-010-021)
Public Involvement Handbook for Median Projects
Plans Preparation Manual
Florida Scenic Highway Program Manual
Cultural Resource Management Handbook

Table 2.3 Legal Requirements, Policies & Guidance – FDOT Policies, Procedures, Directives & Manuals

2.4 Local Requirements

As city and county governments begin to develop and/or amend their Local Government Comprehensive Plans (LGCP), Florida law requires them to follow procedures providing for effective public participation in the process. This includes providing property owners with notice of all official actions which will impact the future use of their property.

Section 163.3181(2), F.S., states that during consideration of the LGCP or plan amendments, these procedures “shall provide for broad dissemination of proposals and alternatives, opportunity for written comments, public hearings, provisions for open discussion, communication programs, information services, and consideration of and response to public comments. Citizen Advisory Committees (CAC) can be used for input and evaluation when LGCPs or plan amendments are developed.”

Subsection 163.3184(15)(b), F.S., requires that at least two advertised public hearings be held on a proposed comprehensive plan or amendment, and prescribes how these hearings will be advertised.

2.5 Metropolitan Planning Organizations (MPOs)/ County Requirements

SAFETEA-LU (23 CFR 450.316) requires MPOs to provide the general public and other interested parties with reasonable opportunities to comment on the proposed TIP and LRTP, which lays out the MPO's priorities for transportation projects. In addition, MPOs must prepare a Public Participation Plan in consultation with the general public and specific "interested parties", use visualization techniques when practicable, employ electronic methods to distribute information to the public, and hold public meetings at convenient times and accessible locations.

Subsection 339.175(16), F.S. requires each MPO to appoint a citizens' advisory committee, representing a cross-section of the community (including minorities, the elderly and the disabled), to provide public input to the transportation planning process.

The "interested parties" as listed in 23 CFR 450.316 are:

- General Public
- Affected Public Agencies
- Public Transportation Employees
- Private Transportation Providers
- Public Transportation Users
- Freight Shippers
- Users of bicycle and pedestrian facilities
- Disabled
- Others as appropriate

3.0 USING PUBLIC INVOLVEMENT FOR SOCIOCULTURAL EFFECTS EVALUATION IN ETDM



The Efficient Transportation Decision Making (ETDM) process is designed to provide resource agencies and the public access to project plans and information about potential effects on Florida's resources. The Environmental Screening Tool (EST) provides project information to agency Environmental Technical Advisory Team (ETAT) members. The tool also collects ETAT responses about project effects, and avoidance or minimization strategies, as well as the scopes of technical studies required to address a specific issue or concern.

The ETDM Public Access Web site offers read-only access to key project information, allowing the general public, non-governmental organizations (NGOs) and non-ETAT members to view project data. The project information available to the public includes project description, purpose and need statement, summarized Geographic Information Systems (GIS) analysis graphics, summarized results of the ETAT project impact analysis, and a summary of previously submitted public comments and other information.

The public cannot submit project comments directly through the public access site. However, comments can be submitted to the project sponsor in writing or verbally at a workshop, hearing or other local public involvement activity identified to receive public input. These comments are then summarized in the Environmental Screening Tool for public view.

During the planning phase of a project, the MPO in urban areas and the FDOT in the non-MPO areas are responsible for summarizing public comments received through their public involvement efforts in the EST. During the project development phase, FDOT is responsible for loading comments into the EST.

3.1 Sociocultural Effects

A sociocultural effects evaluation is the formal process of evaluating the potential effects of transportation improvements on affected communities throughout the transportation decision-making process. The evaluation focus is on issues that affect the community and the quality of life for those residents within the community. The evaluation examines the current social environment (before any improvements) and the future social environment after an improvement has been made.

During all stages of the transportation decision-making process, public involvement tools are used to gauge public response to the potential effects of transportation actions on people and their communities. In the ETDM process, public involvement leads to much of the data necessary to complete the sociocultural effects evaluation. Although much statistical information can be found in databases and GIS libraries, an accurate assessment cannot be completed without involving the people whose lives will be impacted by transportation actions.

Public involvement activities help to identify groups affected by a transportation action and any effects those groups perceive as potentially significant. Effective public involvement to determine sociocultural effects within the ETDM process will accomplish:


- The development of effective participation strategies designed to involve individuals and organizations who will provide input;
- The dissemination of timely and reliable information to the public about the process of making transportation decisions;
- The identification of strategies tailored to local conditions designed to identify and verify data necessary to evaluate impacts;
- The collection, documentation and summary of public comments;
- The establishment of a continuous process for updating evaluations in later stages; and
- The creation of a network of informed citizens and organizations engaged throughout the process.

The evaluation of transportation effects is an evolving and ever-changing process. Many years can pass between the early planning stages and later project development phases. Entire neighborhoods can appear or disappear or change completely. It is vital that community characteristics are updated regularly and commitments are documented and passed on to the next phase.

In ETDM, the FDOT Community Liaison Coordinator (CLC) or the MPO uses the EST to delineate community boundaries, enter data describing the community, add community focal points, summarize public comment, and ultimately identify the community's perception of the effects of proposed projects on the human environment.

Within the EST, a series of queries are used to identify the effect of the transportation action upon communities relating to social, economic, land use, aesthetics, relocation, and mobility issues.

3.2 Planning Screen



The time to begin identifying and addressing community or resource agency issues and concerns is in the planning process, rather than after extensive time and resources have been spent on developing and designing the plan/project. Early assessment of potential social, environmental, and economic effects in the planning process increases the likelihood that these issues can be addressed.

During the development of transportation plans, FDOT and MPOs should work with local government to:

- Create and generate a purpose and need statement to support the plan/project in coordination with the affected community, stakeholders, and Metropolitan Planning Organization;
- Broaden the scope of the Citizen Advisory Committees to enlist their assistance in identifying potential community issues and those who need to be involved;

- Conduct visioning workshops aimed at establishing long-range community objectives and mission statements in relation to the transportation plan and long-term development of the region;
- Visit the potentially affected community and observe it first hand;
- Evaluate the relationship of the long-range transportation plan to the local government comprehensive plan in cooperation with the affected local governments. Indicate any inconsistencies or potential conflicts, as well as compatibility with plan objectives. Define the need for proposed transportation improvements in relation to community goals, objectives, policies and transportation systems development;
- Develop and update the Community Characteristics Inventory;
- Document any community issues that arise during this phase having social or environmental implications that will need to be addressed in later phases and any plan/project-related commitments;
- Transmit these documented findings to the project team using the project log; and
- Summarize public comments and community issues in the Environmental Screening Tool.

3.3 Programming Screen

During the development of the programming screen, all data that was identified as missing in the planning screen should be collected and entered into the EST. Public involvement activities should be designed to:

- Verify a comprehensive purpose and need statement for the project in coordination with the affected community, stakeholders, and Metropolitan Planning Organization;
- Continue dialogue with the community to identify issues and concerns;
- Determine issues and concerns to identify significant environmental and social issues; and

- Identify special studies necessary to measure the level of potential controversy to address issues or resolve disputes before priority projects are programmed in the FDOT Five-Year Work Program.

3.4 Project Development Phase

Public involvement activities are most extensive during the project development phase. The primary objective is to gain a thorough understanding of the affected community and to use this knowledge in evaluating and assessing project alternatives. Key activities include the following:

- Identify community issues and objectives that relate to the project. Speak with community stakeholders and potentially affected parties to obtain a thorough understanding of these issues. Speak with stakeholders and affected parties individually or at public workshops, public hearings, small group meetings, focus group meetings and regular meetings of local organizations;
- Identify the specific effects of project alternatives, including new effects that may arise due to changes in the community;
- Establish the significance of these effects; and
- Establish social and economic criteria for evaluating the preferred alternative.

3.5 Identify the Study Area

In coordination with the ETDM Coordinator and Project Manager, the FDOT Community Liaison Coordinator determines the geographic area potentially affected by transportation actions. At the planning phase, the study area is the entire planning jurisdiction; in programming, the study area will become more locally focused; and in project development, the study area will be at the project level. With this knowledge, the level of assessment and documentation of the public involvement process can be developed to determine sociocultural effects.

3.6 The Community Characteristics Inventory

One of the most significant tasks in sociocultural effects evaluation is the development of a Community Characteristics Inventory (CCI), an inventory of community physical features, focal points, schools, neighborhoods, etc. The collection of this data begins in the planning phase. At each subsequent phase, data from the previous phase must be reviewed and updated, and new data added as appropriate. In the ETDM process, data is stored in GIS data layers. Some of the data, such as census information, is automatically available on the EST. The data needed for the CCI will vary greatly from project to project.

Community data such as community preferences, the value of community facilities and the fabric of the community that may be impacted by a transportation action can only be collected through personal interaction with the community. Therein lies the need for and importance of effective public involvement.



At each phase of transportation planning, the Community Characteristics Inventory should be reviewed and updated. Many years may have elapsed between planning and programming and between programming and project development. Consider how dramatically the community may have changed in recent years:

- Has a natural disaster altered the vision of the community? For example – in 1992, how did Hurricane Andrew change the Homestead community?
- Has the state of the economy changed the community? For example – have major employers left the community or have new ones come into the community?
- What other influences have caused change in the community? For example – has a once stagnant area been revitalized? Has a community that was once filled with young families now become an area of senior citizens?

There are many proven public involvement techniques that will successfully gather information for the Community Characteristics Inventory. Consider:

- A windshield survey;
- A community visioning exercise;

- Personal interviews; or
- Participation in transportation fairs.

The *Sociocultural Effects Evaluation Handbook* provides additional information regarding the Community Characteristics Inventory. However, public involvement strategies and techniques will assist in gathering and verifying this information.

3.7 Review Existing and Known Data



In the EST, known data will be readily identified. However, determining what data is needed will require additional research and public involvement efforts. A successful way to gather community data is to create and maintain relationships with organizations and entities within the community. These relationships will generate access to the gatekeepers of the community data. Table 3.1 indicates who can provide this data.

Obtaining Community Data	
Organization	Data
County Property Appraisers Office	Parcel level data, can be provided in electronic format in most areas
Local Planning Department	GIS coordinator can provide up-to-date local community data mapped in GIS format
Regional Planning Council	Community data with regional perspective
Transit Authority	Transit marketing data for low income populations; transit dependent populations; existing and future transit routes
Senior Citizen Centers	Access to where the elderly live, how they travel and their transportation needs
Airport/Seaport Authorities	Economic data
Housing Authority	Local housing characteristics
Community Redevelopment Agency	Local CRA jurisdictional economic data at the parcel level and future development plans for the area
School Board	Student populations, school boundaries
US Postal Service	Zip codes, distribution statistics
Health Department	Access to disabled veterans, low income and minority population information
Convention & Visitors Bureau	Marketing and economic development information regarding travel patterns; tourist trends
Economic Development Council	Economic statistics and consensus data for the area
Chambers of Commerce	Local business information
City Hall	City managers hold the majority of the local data for their cities
Charitable Organizations	Access to low-income and disabled populations
Neighborhood/Homeowners Associations	Neighborhood boundaries; community information

Table 3.1 Obtaining Community Data

3.8 Identify Contact Network

People want to have a voice in transportation decision-making. Creating a contact network is a proven method to involve a core group of participants known to have a strong interest in transportation projects.

A contact network consists of a database composed of key community members and leaders who can provide information about the community. FDOT and MPO staff may have already collected names, addresses, phone and e-mail information for local elected officials, key community leaders, including business owners and chamber of commerce leaders. This information is the basis for the community contact network. Efforts may be made to add neighborhood association presidents, ministers, senior citizen center coordinators, day care center administrators, school principals, etc.

The Community Liaison Coordinator and other public involvement practitioners can significantly contribute to the development of the contact network, particularly if they live in or near the study area. Inquire if someone on the public involvement team:



- Has children in the schools or local day care centers;
- Worships at a church in the study area;
- Shops regularly in the community;
- Has a spouse that works for a major employer;
- Has elderly parents in the community;
- Is active in local civic organizations;
- Does volunteer work of any kind; or
- Is a long-term resident of the community.

Tap into resources within the FDOT or MPO office for the most complete and comprehensive contact network possible.

Provide public involvement opportunities to develop relationships with community leaders within local health clinics, community centers, churches, advocacy groups and schools to reach people who may not read or speak English, or who may not read but can identify community issues. The use of this network is an efficient method to reach those who monitor the pulse of the community as plans and projects move forward.

See *Chapter 4: How to Involve People* for additional methods to contact traditionally underserved populations.

Consider these public involvement techniques to create and maintain a contact network:


- Surveys;
- Telephone interviews; and
- Focus groups.

To ensure the most effective and efficient contact network, provide members of this network information needed to access the Public Access Module to review all details of the transportation project.

The Community Liaison Coordinator should develop an extensive contact network for notification that ETDM screened projects are “ready for review” by the community at the planning and programming screen and that the public has continuous access to project information. Standard response mechanisms can be used to submit comments: letter, e-mail, or by attending public involvement activities.

This list should be kept electronically and used as the foundation for the ETDM notification process, as well as notification for public involvement activities.

3.9 Review Data to Identify Sociocultural Effects Issues and Missing Data



Based on the review and input from the contact network and comments reviewed at public meetings, the Community Liaison Coordinator collects and summarizes all comments. The Community Liaison Coordinator will then analyze the comments to identify potential sociocultural effects issues.

3.10 Identify Targeted Audiences

Use the contact network to assist in identifying targeted audiences once the potential issues have been determined. The type of input needed by the project team will determine the issues that need to be clarified. Targeted audiences will have specific input into missing data and issues, and may be able to identify solutions.

3.11 Plan and Conduct Appropriate Public Involvement Activities

FDOT and the MPOs already conduct public involvement activities. Consider expanding those traditional activities to gather community information.

The benefits of an effective public involvement program to determine sociocultural effects in ETDM include:

- Early identification of potentially significant community issues that should either be satisfactorily addressed in order to allow the project to move forward, or cause the project to be re-evaluated;
- Building a credible and trusting relationship between the transportation agency and the community it serves through partnering, outreach, active listening and two-way communication;
- Maintaining quality of life. Public involvement in the ETDM process will, at the very least, strive to sustain and/or enhance the quality of life in a community through an open dialogue and understanding of issues related to transportation planning and project development; and
- Minimizing conflict. Understanding the relationship between transportation decisions and the community will minimize conflict and resolve potential problems. Active public involvement leads to better decisions and greater acceptance of projects, creates a sense of community, and enhances agency credibility.



FDOT and MPOs already conduct public involvement activities. Consider tying in with those existing activities to gather community information. For example:

- Add a community preference workstation by asking citizens to select their choice from a selection of visual preferences;
- Dot surveys can be used for people to prioritize community issues;
- The “Strings and Ribbons” game; and
- Project selection surveys.

See *Appendix A: Tools & Techniques* for additional information regarding methods for working with a community to determine the effects of a transportation action.

3.12 Summarize Public Comments for Inclusion in the Summary Reports

Effective public involvement activities produce public comments. Depending on the public involvement activity, as well as the level of controversy or interest surrounding the project, a tremendous volume of comments can be generated. Proven methods to organize, summarize and analyze public comments for consideration in transportation decisions can be found in the Public Comments section of this handbook.

In ETDM, the Environmental Screening Tool provides an opportunity to input a summary of public involvement activities and comments into the Summary Reports at each phase. This report contains identified issues and recommendations regarding plans and projects. The *ETDM Manual* clearly outlines this process.

The Charlotte County-Punta Gorda MPO summary report is a good example of how to summarize public involvement activity findings.



“What were the common themes from the meetings with the neighborhoods?”

- Community values that were identified from previous efforts were emphasized. Public transportation, traffic management systems, maintenance, sidewalks/bikeways, and hurricane evacuation were common themes. However, the emphasis on hurricane evacuation has died down a bit. This is probably because of earlier efforts to address the concern.
- Small improvements received greater emphasis. Traffic signal locations and timing, location of sidewalks off of the Federal-aid highway system and small sidewalk linkages that would make existing sidewalks function better were common themes.
- The issue of simply bringing old secondary system roads up to modern standards was discussed. Both Burnt Store Road and Harborview Road fit these categories. Earlier suggestions of four-laning these roads continues to have merit for freight, hurricane evacuation, and other purposes. However, a full four-laning will take substantially longer to accomplish. Providing wider lanes, clear zones, bike lanes, safer curves and improved drainage will address most of the concern with a fraction of the funding requirements and has been endorsed by several groups.
- Sidewalks on US 41 have been cited many times.

In response to the neighborhood meeting process, three small sidewalk linkage improvements have been recommended for funding under the traffic management system box. In addition, FDOT has been requested to prepare cost estimates for US 41 sidewalks, Burnt Store Road improvements and Harborview Road improvements for consideration by the MPO Board as a funding priority, in lieu of four-laning.”

**Excerpt from the Charlotte County-Punta Gorda Community Impact Assessment and Environmental Analysis LRTP 2000*

Public involvement is an essential tool in sociocultural effects evaluation, providing an evaluation of issues and concerns raised in the public forum and the potential effects of transportation actions. An early and on-going public involvement program identifying sociocultural effects will enhance the Department's and MPO's ETDM efforts.

4.0 HOW TO INVOLVE PEOPLE

The ultimate goal of public involvement activities is to collect useful information that will lead to better decisions during Planning and Project Development. The only way to collect this information is through the identification and involvement of representatives from all segments of the affected community. Because public involvement budgets are not unlimited, it is necessary to target public involvement activities towards those citizens who can and will contribute to the decision-making process. However, it is critical to be creative in involving those who have not traditionally been participating.

The earlier in the decision-making process that meaningful information from the affected community can be collected, the better decisions will be made throughout the process. This effort ensures that the resulting transportation improvement satisfies the community's needs.

4.1 How to Identify People Who Will Contribute

Recognize people who will contribute. They are:

- Interested in transportation issues;
- Experienced with transportation systems and related issues;
- Knowledgeable about the community;
- Connected to diverse community networks;
- Possessing a good mix of interests, backgrounds and experiences;
- Affected by the plan/project; and/or
- Representative of the full range of segments within the community.

Public involvement activities traditionally target the mainstream community and business leaders. These leaders may not necessarily represent the views or needs of a specific neighborhood or community.

To gather the information from the public that truly leads to effective decisions, one must go deeper. By utilizing the Community Characteristics Inventory developed in the ETDM process (See the *Sociocultural Effects Evaluation Handbook*), the community “personality” will become apparent. Consult other transportation professionals in the area, review public involvement records of previous studies, coordinate with project managers of other ongoing studies, and evaluate anticipated plan/project issues to determine if involvement with other agencies is necessary.

The most effective public involvement is still done, however, “in the trenches,” by talking with and involving diverse members of the affected community. The first step is to determine what types of populations are to be reached. In order to solicit meaningful input, the public involvement activities must be tailored to accommodate each different group, especially those traditionally under-represented in the decision-making process.

4.2 Involving Diverse Populations



The traditional target of and participant in public involvement activities is an English speaking, middle to upper class, educated person. Typically these people work “normal” business hours (8 am to 5 pm), are often dual-income households, and are “transportation independent.” A very important fact, frequently overlooked however, is that these people do not typically inhabit the majority of the neighborhoods and communities. Many communities consist of elderly, minority, disabled, low-income or non-English speaking residents. These historically under-represented populations find it difficult to participate in public involvement activities that are targeted to solicit participation from the “traditional” public involvement participant. The first step is recognizing what activities

are normally used and why they do not encourage the involvement of the under-represented groups.

Traditional public involvement techniques include:

- Holding meetings on week nights from 7:00 – 9:00 pm;
- Holding meetings at locations that are convenient to the “traditional” public;
- Utilizing newsletters as the primary means to periodically communicate; and
- Creating a Web site and putting notices in newspapers.

These methods and techniques are generally ineffective in encouraging the participation of those who may not use computers or read newspapers. They may speak a language other than English or be unable to read. Some people may be reliant on transit schedules. The elderly may not feel safe after dark, preferring meetings held during the daylight hours. Some populations may not be able to attend meetings during the week or at night because they have a second job or a second/third shift job. Often a single parent may not be able or willing to leave children alone to attend a traditional public outreach event.



Always expect a surprise when dealing with people in the community. Preconceived ideas in the office may be way off base. Be aware of existing information, but do not let it dominate decision-making. Be flexible, come to every situation with an open mind, rely on the intuition of the staff, be willing to step back, change direction and strive to find the pulse of the community. Remember that communities are made up of diverse human beings.

It is important to use creative and innovative methods to reach every spectrum of the community. Keep in mind that minorities are not always in the low-income populations, and individuals with low incomes are not always minorities. Because input from every segment of the population is critical to successful transportation

decision making, consider new ways to reach out to diverse populations that go beyond the often-used public meeting.

Here are some suggestions:

- Seek permission from the local school principals to involve social studies students in interviewing their parents to record issues and concerns. This technique can reach non-English speaking or low-literacy parents.
- Present project/study information at established community meetings, for example, PTA/PTO meetings (the first meeting of each semester and meetings around the holidays are the best attended) or homeowner association meetings.
- Identify community focal points such as senior centers or local grocery stores, churches, breakfast and lunch restaurants, and laundromats where interviews can be conducted in a non-threatening environment.
- Find out when community events such as festivals, fund-raisers, etc. will be held and attempt to become part of these events.
- To document attendance, ask someone to write the names and addresses of people as they arrive. This is effective in making attendees who are unable to write feel comfortable and eliminate embarrassment.
- Meetings at churches are highly effective; attendees are put at ease because this environment is familiar. Church dinners provide an opportunity to talk about a plan/project and conduct interviews.
- Provide printed material in larger print for the elderly, and create materials on an elementary reading level so people with lower levels of literacy can read them.
- Hold one meeting on a transit corridor.
- Serve food or snacks to facilitate and encourage participation, if funding is available.

4.3 Community Checklist/Contact Network

Targeting participants who represent the segments of the affected community will enhance public involvement efforts. Table 4.1 contains examples of interest groups that may be present within the community and have an interest in the project and have knowledge about the community. Consider identifying these participants and including them in a contact network.

Elected Officials: <ul style="list-style-type: none"> • Board of County Commissioners • State Representatives & Senators • Metropolitan Planning Organizations (MPOs) • City Councils or Commissions • Florida Congressional Delegation 	Appointed Officials: <ul style="list-style-type: none"> • Planning Boards • Historic Preservation Boards • MPO Citizens' Advisory Committees • Florida Transportation Commission
Agency Representatives: <ul style="list-style-type: none"> • Florida Department of Community Affairs • Florida Fish and Wildlife Conservation Commission • Florida Department of Health • Florida Department of Children and Families • Florida Department of Environmental Protection • Federal Agencies • Regional Planning Councils • Water Management Districts • City/County Agencies • Housing Authorities/Agencies • MPO Technical Advisory Committees • Florida Department of Highway Safety and Motor Vehicles 	Professional Organizations: <ul style="list-style-type: none"> • Realtors • Surveyors • Planners • Engineers • Developers • Attorneys • Contractors • Appraisers • Bankers • Healthcare Providers
Special Interest Groups: <ul style="list-style-type: none"> • Florida Farm Bureau Federation • Florida League of Cities • Florida Association of Counties • Florida Retail Federation • National Federation of Independent Business • Florida Association of Community Developers • Florida United Business Association • Florida Petroleum Council • Florida Association of Home Builders • Florida Restaurant Association • Floridians for Better Transportation • Florida Petroleum Marketers & Convenience Store Association • Florida Transportation Builders Association, Inc. • Asphalt Contractors Association of Florida 	Business Community: <ul style="list-style-type: none"> • Chambers of Commerce • Economic Development Councils • Builders' Associations • Merchants' Associations • Major Employers
	Transportation Professionals: <ul style="list-style-type: none"> • Safety Groups • Emergency Medical Services • Trucking Associations • Transit/Paratransit • Public Transportation Planners • AAA/Other Auto Associations • Community Traffic Safety Teams
	Environmental Community: <ul style="list-style-type: none"> • 1000 Friends of Florida • Audubon Society • Ducks Unlimited • Sierra Club

Table 4.1 Community Checklist/Contact Network

Non-Profit Organizations: <ul style="list-style-type: none"> • Churches • Libraries • Colleges & Universities • Community & Senior Centers • AARP • Association of Retarded Citizens • Urban League • NAACP • Elder Associations • Meals on Wheels • Homeless Shelters • Advocacy Groups 	Residential Associations: <ul style="list-style-type: none"> • Homeowners • Condominium Owners • Neighborhood Associations
Tourist Industry: <ul style="list-style-type: none"> • Visitor Council/Bureaus • Welcome Centers & Rest Areas • Festival Organizers • Tourist Development Agencies • Tourist Attractions • Car Rental Agencies • Travel Agents • Hotel & Restaurant Associations 	

Table 4.1 Community Checklist/Contact Network (concluded)

4.4 Strategies

Learn to recognize the characteristics of people who can be expected to enhance the public involvement process. There are many strategies, tools and techniques that can be employed to reach members of the project community who will contribute. Once a contact network has been identified, utilize methods outlined in Table 4.2 to activate the network.

Using Existing Contact Networks			
Purpose	Benefits	Pitfalls	Examples
Identify people Share information Solicit input	Takes advantage of existing resources Builds community relationships and contacts	May miss the traditionally underserved	Professional organizations Chambers of Commerce Community Groups Neighborhood Associations
Develop Organized Outreach Efforts for Large Projects			
Share information Solicit input Monitor effectiveness of program	Builds community contacts and relationships Establishes FDOT and MPO credibility	More appropriate for larger projects or studies Requires dedication of staff and resources	Speakers bureau Oversight committees Project advisory groups
Hold Meetings			
Share information Identify issues Solicit input Build consensus	Effective for reaching large and small groups Establishes FDOT and MPO credibility	Can require extensive planning and resources	Workshops Design charrettes Focus groups Brainstorming sessions Public hearings
Traditional Printed Materials			
Share information	Generally inexpensive Familiar technique	Lacks personal contact May not reach the whole audience	Informational flyers Project newsletters News releases Meeting notices Pamphlets/brochures Newspaper ads
Use a Direct Approach			
Solicit input	Obtains specific information Raises level of importance Timely	Can be time intensive	Facsimile requests Telephone calls Letter requests Surveys Personal interviews
Experiment Using Alternative Media			
Share information Solicit input	Reaches broader audiences Catches the public's attention	Unfamiliar techniques	Radio/television talk shows E-mail & online bulletin boards Public service announcements Automated telephone services

Table 4.2 Strategies to Reach the Project Community

There are benefits and pitfalls to each, but ultimately the primary emphasis of public involvement is the creation of an open exchange of information and ideas. Selecting the appropriate approach will ensure that this occurs.

5.0 WORKING WITH THE MEDIA

Good media coverage is helpful, and in many cases essential, to achieving public and legislative support for Department projects and programs. Achieving positive media exposure requires a certain degree of knowledge and expertise to tailor messages that are factual and meet the media's test for newsworthiness.

Your first step should be a visit with your public information director. Some districts and MPOs require that all media contacts be channeled through their office.

Be proactive. One of the best ways to enhance the chances of getting positive media coverage is to establish a professional, one-on-one relationship with key reporters and editors, especially those with a reputation for fairness and thoroughly covering an issue.

If the transportation project or public involvement activity requires an aggressive approach to media relations, take some time to get to know reporters in the community/study area. This can be done by asking for an opportunity to meet the reporters to share information on what the study or project is all about. Media people are always interested in meeting the people behind the stories or press releases.

When marketing a story to the media, your chances of getting positive coverage will be greatly enhanced if your message meets these tests:

- Simple to report;
- Simple to understand; and
- Contains personal vignettes.

Project managers can receive positive coverage by:

- Making the news easy to cover, understand and report;
- Providing personal vignettes; and
- Linking the message to an enduring American theme, such as increasing mobility, creating jobs, preserving the environment, etc.

5.1 Media Lists

Begin to develop a relationship with the media by creating and maintaining a Media List that includes newspapers (daily and weekly), television and radio. The MPO or FDOT Public Information Office will have a complete list that can be utilized. If not, look for sources of newspapers and broadcasting agencies in the yellow pages, through the Chambers of Commerce, in the local TV guide and at news stands. The list should be updated periodically.

To ensure that information is getting to the correct person, call the media outlet. Such real-time contact will help develop a cooperative relationship with the media.

Key media people to contact include:

Television and radio –

- Public Service/Community Relations Director
- Promotions Director
- News Director/Assignment Editor
- Editorial Director
- Community Bulletin Board Director
- Program Director
- Sales Manager

Newspaper –

- City Editor/Assignment Editor
- Features Editor
- Business Editor/Sports Editor
- Advertising Director

Other –

- Reporters of certain beats (transportation, senior citizens, business)
- Editors of community calendars
- Editor of the editorial page
- Appropriate columnists

All media outlets have deadlines. It is important to know and respect those deadlines. Most local media prefer to receive press releases and other information via fax or e-mail. Ask which is preferable. Include deadlines and other preferences on the Media List.

5.2 Radio/TV



Do not overlook radio and television. Provide information for Public Service Announcements (PSA) to these outlets. Local correspondents for radio and television stations are always looking for good stories to cover.

5.3 Press Kits/Press Releases



Deal with the media proactively. Journalists are always looking for ways to get a story out quickly and appreciate press releases and other prepared materials about the project. When appropriate, prepare a press kit. The kit could include facts about the project, a press release with quotations from key agency representatives, information on future public involvement activities and whom to contact for more information, as well as photographs, CDs or videos of the project.

Carefully proofread all information before distributing it to the media. Be absolutely certain that the date, time, place, contact person and all other details are correct because the media will run the information provided. Incorrect information will diminish the credibility of the Department with the media.

5.4 Press Release Pointers

Writing a press release is basically a simple task and impressive results can be achieved in the form of positive media coverage if a few simple rules are followed.

- Submit press releases on FDOT or MPO letterhead.
- Type the press release in an easy-to-read font and leave a space and a half between each line to avoid a cluttered, disorganized look.
- Every press release should have a contact name and phone number listed in a prominent place, most commonly on the right side of the page immediately above the headline.
- Summarize the press release with a headline that captures the essence of the entire release. Try to incorporate the five “W’s” – **who, what, when, where and why**.
- All properly formatted press releases start with a dateline and include the city and state from which the information is being released.
- Also incorporate the five “W’s” in the body of the story. **Who** will refer to the Department or MPO. **What** will describe what is happening. **When** is especially important if promoting a public involvement activity. **Where** identifies the location of the public involvement activity. **Why** describes why the activity is taking place.
- Always include a concluding paragraph providing basic background information on the Department or MPO. Generally, this includes information about the organization, what it does, and tells people who read the story who can be called for more information. The contact information may or may not be the same person listed at the top of the release.
- If the press release runs more than one page, type “-more-” at the bottom of each page until the end.

- There are two universally accepted symbols that indicate the end of a press release. Use either “-30-” or “-End-.”

5.5 Building a Relationship With the Media

As previously stated, establishing a working relationship with reporters and editors is crucial. Just remember, however, that time is a precious commodity. Therefore, don't waste time discussing items with no news value with the media.

5.6 Other Media Outlets

While newspapers, radio and television are clearly the most visible media outlets, there are other opportunities for spreading the word about a transportation project or public involvement activity. Some of these include Chamber of Commerce newsletters, as well as neighborhood association, professional and service organization newsletters. When developing a strategy to reach large numbers of people also consider utilizing videos, billboards, poster and variable message signs, brochures, project specific newsletters and fliers.

5.7 Resources

For additional information relating to the media, refer to www.gdrc.org/ngo/media/index.html.

Also, consult with the FDOT Central or District Public Information Office for more assistance.

6.0 PUBLIC INVOLVEMENT PLAN

A comprehensive Public Involvement Plan (PIP) is crucial to the success of any public involvement effort. Thorough and well thought out plans simplify the public involvement process by providing a systematic approach, maximizing the use of available resources and minimizing delays by ensuring that public involvement activities are coordinated with other project tasks and milestones.

A comprehensive plan is developed for each phase of the transportation implementation process to ensure the Department's customers have early and ongoing access to review and comment on project information.

The ultimate goal of the Public Involvement Plan is to allow the public opportunities throughout the process to influence the decisions. The Public Involvement Plan will outline ways to **identify** and contact the community affected by the plan or project; **inform** them of the need for the plan or project through brochures, draft plans and project summaries; and **involve** them in the decision-making process.

To **identify** the public, create an inventory of neighborhoods and school organizations, businesses, church groups, ethnic organizations, homeowners associations, environmental or cultural organizations, special interest groups and civil rights groups.

To **inform** the public, create memorandums to local governments, press releases, display ads, agendas, marketing materials and flyers. Consider distributing transportation plans, agendas and brochures written to familiarize the public with transportation projects. Arrange TV or radio appearances. Create videos, CDs or audiotapes. Publish newsletters specific to a transportation project.

To **involve** the public, consider participation in MPO meetings. Hold public hearings, charrettes or workshops. Participate in established community events. Create surveys and comment forms. Find opportunities to gauge public sentiment. Take transportation planning to the people rather than expecting them to attend formal meetings.

Determine what information is to be gathered from the public and plan the workshop around the goal, such as “Where are we now? Where do we want to be? How do we get there?”

Step 1: Project Background

The first step in developing a Public Involvement Plan is to research the project background by answering the following questions:

1. What decisions will be made during the current plan/project phase? Is this the long range planning phase where only system-wide decisions will be made? Is this project about to move into the work program? Are alternatives or corridors being identified?
2. Is the plan/project publicly supported or opposed? Are eminent domain actions a likely result? Does public opinion already exist regarding the plan/project? Is one particular group most greatly impacted?
3. What information will the public need to provide substantive input on plan/project decisions? Does the community understand this plan/project and the decision-making process? If so, the materials can be more specifically oriented to alternatives and ideas associated with them. If not, remedial materials will need to be included explaining the decision-making process and the public's role.
4. Is it appropriate/required/desired for the public to offer input intended to affect the resulting decisions? Is the goal of the public involvement effort intended to inform the public or solicit their opinions?
5. What is the plan/project history? Have previous studies or public involvement activities (or lack thereof) influenced public opinion? Have other plans/projects or action in the affected community(s) negatively affected the public's opinion?
6. Have any commitments associated with the plan/project or a previous plan/project (real or implied) been made and/or broken? Did FDOT officials commit to noise abatement in an earlier project phase?

7. What are the major concerns and issues of the community? Is the community most concerned with safety, aesthetics, noise, pollution, etc.?
8. Are there any controversial issues surrounding the plan/project but not directly related? Might an impending election or community activity supercede or detract from potential plan/project issues? Might an impending election or community activity increase awareness of the plan/project?

A review of the plan/project history can answer some of these questions. If public involvement was utilized during previous phases of the project, information can be gleaned from that documentation. In some cases, however, very little historic information will be available. This is particularly true if public involvement was not employed in the early stages.

To ensure the appropriate audience is targeted and kept informed, consider these questions:

1. Who is specifically affected by the plan/project? Use the Community Characteristics Inventory described in the *Sociocultural Effects Evaluation Handbook* to identify a proposed public involvement study area.
2. What are the groups that can influence the outcome of the plan/project? Using the Citizens Advisory Committee or the communications network, identify the powerbrokers. For example, those with ready access to elected officials.
3. Where are these identified audiences located? Use the census block group information in the Community Characteristics Inventory.
4. Where do they commonly gather? Utilize the Community Characteristics Inventory and a windshield survey to identify community meeting places.
5. What are the most effective means of communication to reach the audiences identified?

See *Appendix A: Tools and Techniques* for additional information regarding outreach strategies and materials.



Carefully consider the study area and the audience identified. If the project affects a community consisting of dual income families, a night meeting is preferable. If the community is predominantly elderly, a day meeting is necessary. If the audience consists of people who speak little English, providing materials in the appropriate language is necessary.

- What are the best times to involve these audiences?
- What materials are needed?
- What are the most appropriate materials and distribution methods?
- Due to disparate cultures, will it be necessary to use more than one type of material and/or distribution method to reach the target audiences?

A thorough evaluation of all those affected by the project as well as those with the potential to overtly or covertly influence the resulting decisions will facilitate the development of strategies targeted at these groups. These strategies will dictate which materials will be effective or if different types of materials are necessary for the different audiences identified. Knowing how to communicate effectively with the target audience will permit the most efficient use of available resources. More importantly, knowing the audience and effective communication will build trust and credibility as well as dictate what future public involvement opportunities will be effective.

This information provides the basis for developing a Public Involvement Plan.


Step 2: Determine the Purpose of the Plan

The Public Involvement Plan can have a variety of purposes, including the assessment of the community's level of understanding about a transportation project, the determination of the community's attitudes towards the project, the identification of community-supported project alternatives and the correction of inaccurate preconceived ideas.

To establish the purpose or goal of the Public Involvement Plan, define what needs to be accomplished at each stage of the process:

PROCESS STAGE	OBJECTIVE
Problem/Needs Identification	Obtain a complete understanding of how the needs are viewed by all significant interests; identify the level of public interest in the project.
Formulation of Alternatives	Develop a complete list of community issues formulated in the Community Characteristics Inventory.
Evaluation of Alternatives	Develop a complete understanding of the effects of the various alternatives, as viewed by the public; assess the relative merit assigned to alternatives by various interests.
Selection of Preferred Alternative	Determine which alternative would most meet the identified need.

Table 6.1 Process Stage Objectives

 **Sample**

“The purpose of the Public Involvement Plan (PIP) is to define the goals and objectives, target audiences, roles and responsibilities, and recommended activities for the 2020 FTP Update.

The goal of the PIP is to engage the public in the 2020 FTP Update to ensure that all of Florida’s transportation concerns are considered in the update process.”

**Excerpt from the 2020 Florida Transportation Plan Update Public Involvement Plan*

Step 3: Define the Affected Communities

According to the Federal Highway Administration (FHWA), the “public” includes all individuals or groups who are potentially affected by transportation decisions. This includes anyone who resides in, has an interest in, or does business in a given area. A

“community” is defined in part by behavior patterns which individuals or groups hold in common. These behavior patterns are expressed through daily social interactions, the use of local facilities, participation in local organizations and involvement in activities that satisfy the population’s economic and social needs.

Communities are not simply defined by geographic boundaries. Communities may be based on a common characteristic or interest. Churches, service groups, fraternal organizations, business groups, civic and neighborhood associations, historic districts, schools, shopping areas, recreational areas, public spaces and buildings, property values, single family dwellings versus rental property, traditionally underserved populations, etc. all need to be considered in identifying the affected community.

It is critical to the success of the public involvement efforts to identify and target affected communities. A master contact list should be created and maintained using a variety of resources. Names and addresses of affected community members can be collected from neighborhood associations, the Chambers of Commerce, utility companies, civic organizations, church or school organizations, professional business associations, federal and state agencies as well as elected officials. On an ongoing basis, individuals who express an interest in the project via mail (electronic or postal), phone or through a Web site should be added to the contact list.

 **Sample**

“It is critical to the success of the Public Involvement efforts to identify and target affected citizenry. A Master Contact List will be created and maintained during the study period. The list will contain all property owners and tenants – residential and business. Additionally, employers within and surrounding the study area will be notified. Every individual that registers at the public workshops or expresses an interest in the study will be added to the contact list.”

**Excerpt from the City of Lakeland Florida Avenue/Harden Boulevard East-West Connector Study*

Step 4: Identify Stakeholders or Audience

Public involvement activities are much more effective if efforts are targeted toward people who will actively contribute to the development and decision-making processes surrounding transportation improvement projects. Every effort must be made to encourage the participation of those citizens and/or groups that accurately represent the full range of issues and opinions. Settling for only those who are willing to actively participate may give undue influence to a potentially small segment of the affected community.

Generally, there are six reasons why people choose to participate in a public involvement activity:

Proximity: People who live in the immediate area of a project or must travel through an area to work or shop. Participation will be based on a perceived benefit or challenge presented by the project.

Economy: If groups of people perceive they have a strong economic interest in the outcome of a decision, they are likely to participate. For example, if a transportation project affects the entrance to a shopping center, expect strong participation from the owners, as well as shopkeepers who lease space in the facility.

Utility: People who frequently use a road or intersection to be constructed or improved will likely participate to stay informed of the project schedule.

Society: If a sector of the public is interested in protecting a historic site, maintaining access to specific services or preserving a community resource, participation is likely. The same applies if they perceive a project to have environmental or health effects.

Propriety: People will participate to protect/preserve the community sense of place.

Legality: Government agencies have statutory requirements. One agency may be concerned about air quality, another about wildlife

resources, and another about wetlands. Providing effective ways for government agencies to participate is as crucial as creating ways for the average citizen to participate.

There is no single “public,” only a seemingly endless multitude of varying interests and groups. By identifying people with an interest in the project and enlisting their participation, better projects can be designed to meet community needs.

Step 5: Determine an Outreach Approach

To identify and communicate with people in the community, different methods and tools need to be employed to conduct a successful outreach effort.

Outreach is any effort intended to offer everyone in the community the opportunity to participate in the planning process. Outreach efforts enlist those currently involved in the process and those who may not have been previously involved. Outreach efforts also attempt to reach those who may not be represented by the traditional groups that are already active. The public involvement practitioner should identify individuals who would not otherwise be involved, make them aware of the transportation implementation process and invite their input.

Once the purpose and goals of the outreach efforts have been established, a strategy for accomplishing the outreach needs to be developed. There are a variety of strategies that can be employed. Depending on the goals of the outreach, the strategy may be very targeted or it may be far reaching. Media coverage, mass mailings, advertising, group surveys and public appearances are examples of wide reaching outreach strategies. Phone surveys, individual surveys, limited mailings, and targeted appearances and meetings are examples of targeted strategies.

See *Appendix A: Tools and Techniques* for additional information regarding outreach strategies and materials.

Step 6: Public Involvement Task Team (PITT)

The entire public involvement campaign may appear overwhelming when it comes time to implement the strategies and goals identified. An excellent way to make the effort more manageable is to assemble a Public Involvement Task Team. Assign different outreach activities to staff members for implementation. Interaction with all members of the staff is important to ensure a coordinated outreach effort. All staff members are major sources of information about contacts, events and the interests of those in the community.



Now is the time to ask the PITT to take off their FDOT or MPO hat and put on his/her private citizen's hat.


- If a member of the team is the mother of small children, ask her to approach public involvement from that perspective.
- Likewise, if someone resides within a historic district, have him or her view public involvement from that angle.
- Additionally, utilize the personal experiences of someone with elderly parents.

The team will be responsible for creating the scope and setting the community outreach level for the project. The team will also work together throughout the life of the project to resolve issues as they arise. Working as a team will promote consistency when dealing with the public and project issues.

Step 7: Develop a Schedule of Activities

Coordinate specific public involvement action steps and techniques with the project schedule. Calculate the timing (who will do what, within what timeline, with what response in compliance with federal, state and local requirements) required to achieve the desired results.

Determine what project level information is required for each outreach activity.



	Jul-03	Aug-03	Sep-03	Oct-03	Nov-03	Dec-03	Jan-04	Feb-04	Mar-04	Apr-04	May-04	Jun-04
Develop Mailing/Contact List	φ											
Develop Project Website	φ											
Implement Early Coordination				φ	φ							
Kick Off Meeting				φ	φ							
Public Workshop #1								φ				
Public Workshop #2											φ	
Public Workshop #3												
Segment 1 Public Interest Presentation (2)	As Directed by District Management											
Segment 2 Public Interest Presentation (2)	As Directed by District Management											
Segment 3 Public Interest Presentation (2)	As Directed by District Management											

Step 8: Collecting & Analyzing Public Comments

The public comments obtained at public involvement milestones are the reward for an effective outreach strategy. The public's input is what all the outreach activities are intended to produce. The public comments will provide the technical project personnel with the information they need to make transportation decisions that meet community needs. It is the task of the public involvement practitioner to synthesize and analyze the myriad of comments received into a format that facilitates their inclusion into project level decisions.

Public comments are collected for the purpose of determining the potential effect of a transportation project or plan on a community. An effective public involvement process requires a procedure for handling public feedback. Careful processing of public comment is critical to maximize responsiveness to the community. By being responsive to the community, trust and credibility are gradually built with each response. All comments received should be analyzed, acknowledged and catalogued.

See *Chapter 9: Documentation Of Public Involvement Activities, Section 9.2 Public Comments* for further information on managing public comments.

The icon consists of a thick, curved orange arrow pointing downwards and to the right, positioned to the left of the word 'Sample'.

Sample

“It is important to the effectiveness of the PIP to handle and process all public comments received during public involvement activities. Timely and effective processing and response to these comments will increase community trust and the City’s credibility. Comments will be analyzed to determine the appropriate response...”

**Excerpt from the City of Lakeland Florida Avenue/Harden Boulevard East-West Connector Study*

Step 9: Documentation/Synthesis

Whenever a staff member makes a presentation or public appearance or attends a meeting or community event, a simple, easy-to-complete report should be prepared to document the event. The report should include the number of attendees and handouts distributed and an analysis of public comments.

Incorporating the input received through the outreach campaign depends on the type of information received and the project needs. For example, very supportive comments and recommendations would not lead to any major changes in the plan or project and would not require special planning. However, serious objections to a proposed project should be given careful consideration.

See *Chapter 9: Documentation Of Public Involvement Activities, Section 9.1: Diary Of Public Involvement Activities* for further information on documenting public involvement.

Step 10: Monitor the Outreach Activities

One of the most important steps in public involvement is to determine the effectiveness of your outreach effort. Public involvement activities should be evaluated throughout the project on an ongoing basis. Evaluation of the outreach activities at the conclusion of the project/study is too late! Successful techniques can be expanded while less successful techniques should be modified.

Consider the following questions during debriefings following each activity and/or surveying the community. The answers will provide direction when developing new strategies to improve public involvement.

1. What is an acceptable level of participation (i.e. 5,000 mailers sent out, 500 workshop attendees – 10%)?
2. Do the same people participate in the variety of project public involvement opportunities? Are there others who should be participating? Who is missing?
3. Are the appropriate communication techniques being employed?
4. Are the comments received from the community relevant to the project? Are they realistic and appropriate to the project phase? Relevancy indicates understanding of the project.
5. Are there significant unresolved issues on the project? If so, this may indicate the need for a different technique to explain the need(s) and solution(s).



“In order to determine if the public involvement activities are achieving the desired results, it is critical to assess their effectiveness periodically during the study.

- Information will be collected from the public workshop sign-in sheets. These sheets will serve as a mini-survey by asking attendees how they heard about the meeting.
- Criteria will be established for each public workshop to gauge effectiveness and to determine if the objective was reached.”

**Excerpt from the City of Lakeland Florida Avenue/Harden Boulevard East-West Connector Study*

See *Chapter 10: Evaluation of the Effectiveness of Public Involvement Programs* for additional information on evaluating public involvement programs.

7.0 PUBLIC MEETING PREPARATION AND MANAGEMENT

A public meeting is an effective tool to provide and receive information, create dialogue and build consensus, as well as consider modifications to the transportation project. Meetings can be formal or informal and can involve large or small community groups.

How to plan and implement a public meeting:

- Determine the purpose of the meeting (that should correspond with the project phase);
- Target an audience that is appropriate to accomplish the defined purpose;
- Select the best location to reach the targeted audience;
- Choose the most appropriate meeting format;
- Utilize meeting checklists; and
- Evaluate the meeting.



7.1 Meeting Format

Tailor the meeting format to the purpose and audience. To determine the best format, ask the following questions:

- **Why?** Why is this meeting being held?
- **Who?** Who needs to attend this meeting to accomplish the purpose?
- **What?** What format will be most appropriate to the purpose and participants?
- **Where?** Where is the appropriate location for the meeting based on the purpose, participants and format?

- **When?** When is the most appropriate time to conduct the meeting based on the purpose, participants and format?

Table 7.1 can be used by the public involvement practitioner to assist in determining the most appropriate type of meeting or public involvement activity. To use the matrix, begin by deciding the purpose of the activity (column 1). Will a new project be introduced? Will project updates be provided? Is the purpose to simply improve community relations?

The next step is to identify the appropriate audience that fits the purpose (column 2). Will the audience be individuals or elected officials? Will special interest groups be targeted?

Once the purpose and participants have been identified, the appropriate format for the activity can be determined (column 3).

The final step is deciding the best location to accomplish these criteria (column 4). Is a central location appropriate for a public meeting, or do interviews need to be conducted at locations where people already congregate? Select a location that best fits the format to attract the participants for the stated purpose.

Meeting Format Matrix			
(1) Purpose	(2) Participants	(3) Format	(4) Location
<ul style="list-style-type: none"> • Introduce a project • Provide project update • Resolve conflict • Build consensus • Improve community relations • Identify project issues • Evaluate project alternatives • Develop alternative solutions 	<ul style="list-style-type: none"> • Individuals • Elected/appointed officials 	One-on-One Meeting <ul style="list-style-type: none"> • General to specific agenda • Space for exhibits • Neutral location 	<ul style="list-style-type: none"> • Community Centers • Churches • Project Office
<ul style="list-style-type: none"> • Introduce a project • Provide project update • Improve community relations • Identify project issues 	<ul style="list-style-type: none"> • Special interest groups • Agency representatives • Elected/appointed officials • General public 	Small Group Meeting <ul style="list-style-type: none"> • General agenda • Space for exhibits • Facilitator 	<ul style="list-style-type: none"> • Community centers • Libraries • Schools • Churches
<ul style="list-style-type: none"> • Introduce a project • Provide project update • Improve community relations • Identify project issues 	<ul style="list-style-type: none"> • General public • Special interest groups • Agency representatives • Elected/appointed officials 	Open House/ Transportation Fair <ul style="list-style-type: none"> • No agenda • Large open space • Greeting/comment table • Exhibits 	<ul style="list-style-type: none"> • Shopping malls • County fairs • Neighborhood events • School fairs • Church socials
<ul style="list-style-type: none"> • Resolve conflict • Build consensus • Evaluate project alternatives • Develop alternative solutions 	<ul style="list-style-type: none"> • Special interest groups • Agency representatives • Elected/appointed officials 	Working Session <ul style="list-style-type: none"> • Specific agenda • Seating around a table • Space for exhibits • Facilitator 	<ul style="list-style-type: none"> • Community centers • Libraries • Schools • Churches
<ul style="list-style-type: none"> • Brainstorm project ideas • Develop alternative solutions 	<ul style="list-style-type: none"> • Special interest groups • Agency representatives • Elected/appointed officials 	Charrette <ul style="list-style-type: none"> • Specific agenda • Layout table space • Facilitator 	<ul style="list-style-type: none"> • Community centers • Schools
<ul style="list-style-type: none"> • Resolve conflict • Build consensus • Evaluate project alternatives • Develop alternative solutions 	<ul style="list-style-type: none"> • General public • Special interest groups • Agency representatives • Elected/appointed officials 	Open Meeting <ul style="list-style-type: none"> • Specific agenda • Break-out areas • Greeting/comment table • Space for exhibits • Facilitator 	<ul style="list-style-type: none"> • Community centers • Libraries • Schools • Churches
<ul style="list-style-type: none"> • Present preferred program/plan/ project alternative(s) • Satisfy legal mandates for public involvement 	<ul style="list-style-type: none"> • General public • Special interest groups • Agency representatives • Elected/appointed officials • individuals 	Public Hearing <ul style="list-style-type: none"> • Formal agenda • Formal seating • Greeting/comment table • Microphone • Space for displays 	<ul style="list-style-type: none"> • Community centers • Schools • City hall • Commission chambers

Table 7.1 Meeting Format Matrix

7.2 Elements of Effective Meetings

7.2.1 Preparation

Successful and effective meetings require detailed preparation that includes:

- Thorough staff briefings to reduce the possibility of sharing misinformation;
- Selecting a meeting facility that will be comfortable and accessible for the participants;
- Determining the meeting purposes and select an appropriate format;
- Rehearsing to test the meeting layout and materials;
- Recording the meeting through the use of scribes or court reporters; and
- Evaluating and debriefing.

7.2.2 Staff Briefings

During every stage of planning a public outreach activity, especially a public meeting or workshop, it is important to keep the MPO or FDOT staff completely briefed and up-to-date on the project. A thorough briefing will eliminate the possibility of someone giving incorrect information to a citizen. If the media is expected at the meeting, it is good practice to have a single individual designated and completely briefed to speak to the press. See *Chapter 5: Working With the Media* for additional information regarding the media.

An excellent way to brief the staff is at staff meetings and by providing fact sheets. These fact sheets can be studied and kept on-hand at the meeting. Though the public looks to the staff on site to be knowledgeable, it is preferable to admit not knowing than providing misinformation.

For example:

- “I don’t know that information, but if you will leave your name and a phone number or email, I’ll be happy to find out and get back to you.”
- “That is an excellent question. Let me find someone who can answer that for you.”
- “I don’t know, but would you please record your question on the comment form and we will have someone contact you.”

The Public Information Office for the I-4 construction project in FDOT District 1 has utilized this fact sheet when briefing staff and consultants prior to a public workshop.



Sample

Polk County I-4 Improvements

OVERVIEW:	The Polk County Interstate-4 improvement project provides for the six laning of I-4 from Memorial Blvd. in Lakeland to the Osceola County line east of Davenport. The project also includes significant improvements to interchanges at I-4 and Memorial Boulevard, I-4 and US 98 and I-4 and US 27. All bridges along the 29.2-mile Polk County I-4 corridor are also being improved
TOTAL COST:	The total cost of the project is \$319,000,000. A breakdown is as follows: Right of Way Acquisition: \$107.0 Million Six Laning of I-4: \$142.1 Million US 98 Interchange: \$29.9 Million US 27 Interchange: \$34.0 Million
FUNDING SOURCES:	Governor’s Economic Stimulus Package (\$138 million for widening I-4 to six lanes) Federal Mobility 2000 Program (funding for US 27/I-4 Interchange improvements)
PURPOSE:	Interstate 4 has long been a major east-west thoroughfare across Central Florida. The highway drives economic development carrying an average of 63,000 vehicles per day or 23 million per year. The Florida Department of Transportation, working in cooperation with the Polk County Transportation Planning Organization, has made the widening of I-4 a top priority. Adding a lane in each direction will help further the FDOT’s mission of providing a safe transportation system that ensures the mobility of people and goods, enhances economic prosperity and preserves the quality of Polk County’s environment and quality of life.

7.2.3 Select Meeting Facility

Finding a location for a public meeting that is familiar to the public, easy to reach (on a public transit route), complies with the requirements of the Americans with Disabilities Act, and appropriate to the meeting purpose and format is not always an easy task.

Utilize common sense and logic:

- If the purpose of the meeting is to simply impart information to the public, an auditorium setting is adequate.
- If a variety of information is to be communicated with the purpose of receiving feedback, look for a room large enough to accommodate multiple workstations and some seating.
- If a large crowd is expected, find a location with a room large enough to set up two identical sets of workstations, allowing people to move about freely without jamming up any one station.




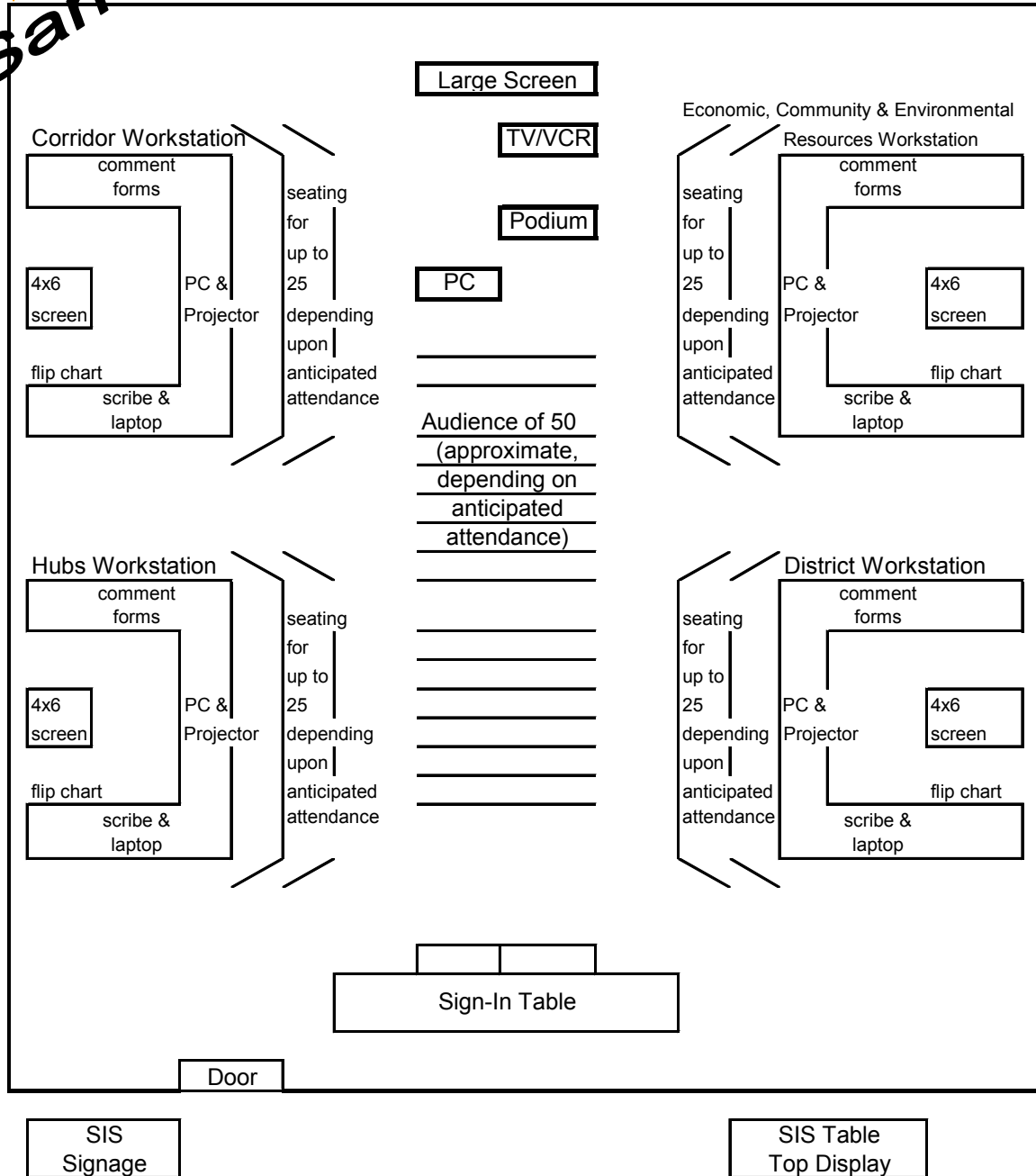
Many details of the meeting should be considered when selecting a meeting location. If a sound system is needed, does the facility provide such equipment? Will the facility allow entry into the space early enough for time to set up? Likewise, is there a closing time that restricts breakdown time? Is there plenty of parking? Is the parking lot well lit for a night meeting? Is there a place for signage directing people to the correct room? Is there a custodian or property manager on duty at the time of the meeting for emergency purposes? Make sure these factors are considered before final approval of a location.

7.2.4 Facility Layout

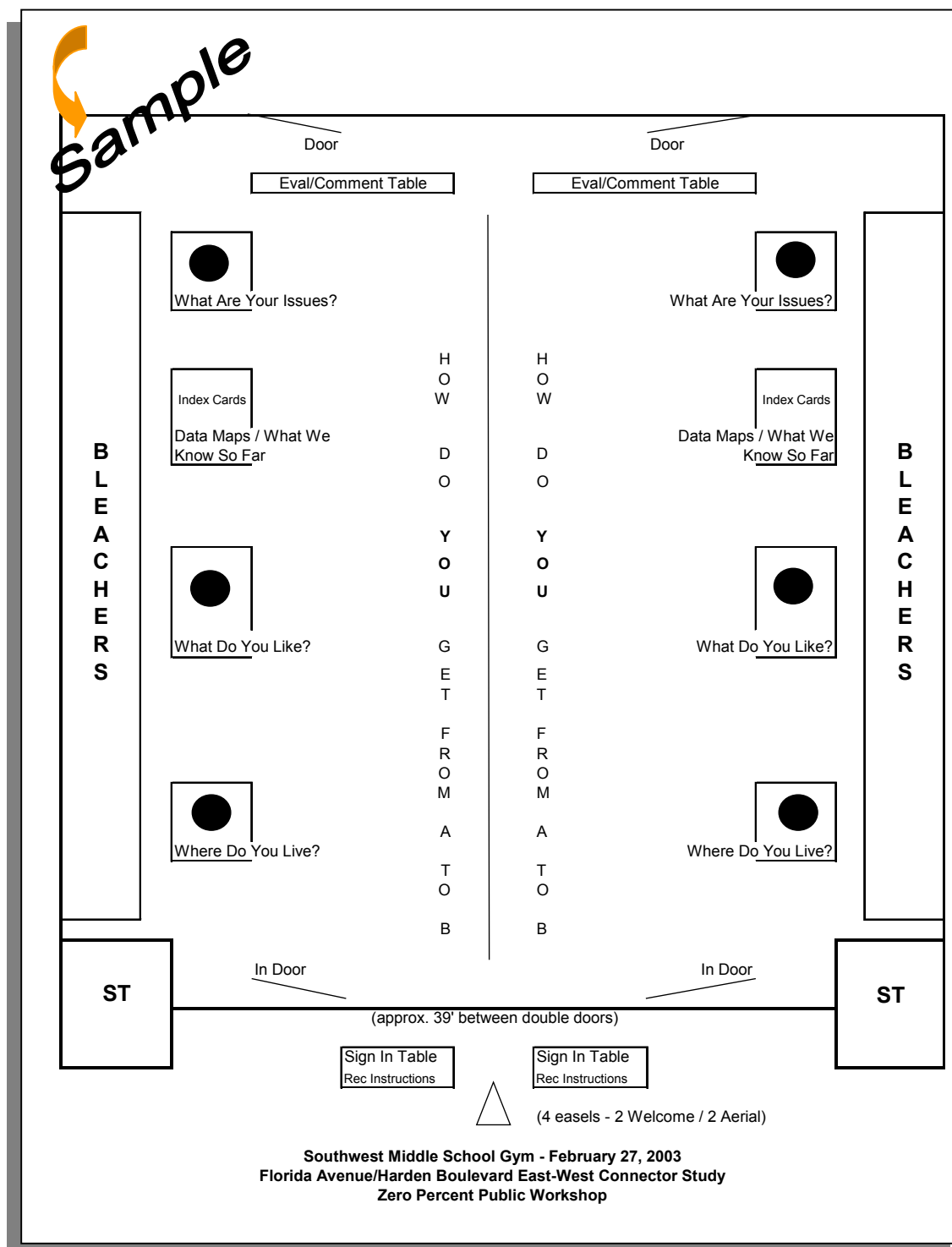
The meeting room layout should be arranged to accommodate the number of people expected, components and purpose of the meeting.

During the Strategic Intermodal System (SIS) public involvement workshops conducted by the Department around the state, the meeting began with a general session then participants broke up into three groups. Each group visited the workstations on a rotating basis at approximate 30-minute intervals. Because each venue was different, this floor plan was utilized to the best of the team's ability at each workshop.

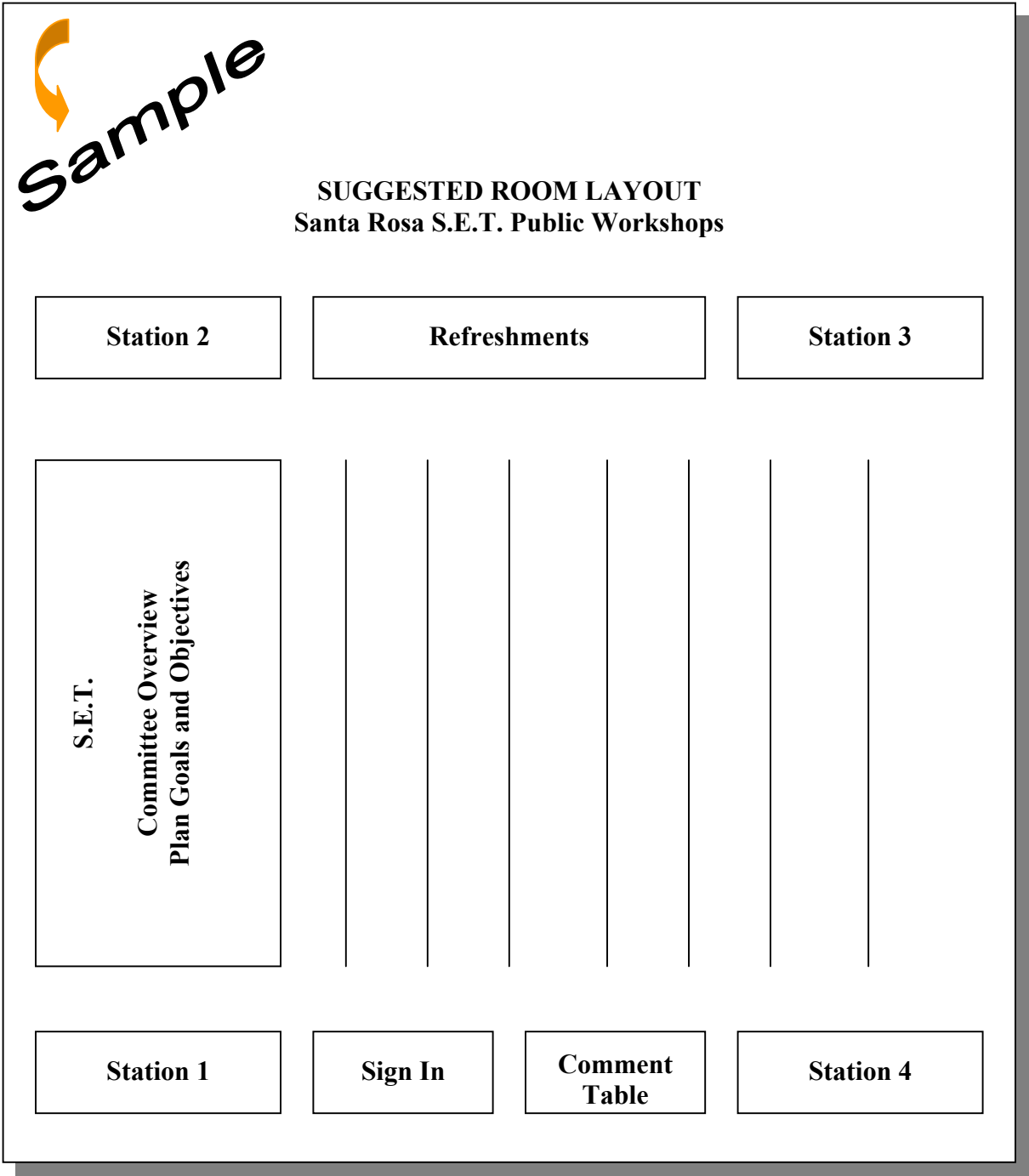
 **Sample**



The City of Lakeland held a public workshop in the gymnasium of a middle school within the study area. The workshop was designed specifically to receive comments from the public; no formal presentation was given. Because a large turnout was expected, the workstations were duplicated on each side of the gymnasium.



Santa Rosa County conducted workshops for the “South End Tomorrow” study. The workshops consisted of a formal presentation followed by an opportunity for the participants to visit informational workstations, enjoy light refreshments and make their comments.



7.2.5 Plan a Rehearsal

Include rehearsal time in your meeting planning and preparation to ensure a smooth running meeting. A rehearsal will highlight deficiencies in the plan, as well as emphasize the components that will be successful. Particularly if the facility has never been used, getting a feel for the room is important. If a formal presentation is to be given, determine the efficiency of the sound system, decide if the power supply is adequate (are extension cords needed?), and run through the presentation to make any necessary changes.

A rehearsal will also give the project team a realistic idea of how long set-up and breakdown will take. If any graphics, boards, and maps are to be used and designed to be read from a reasonable distance, a rehearsal far enough ahead of time will allow ample opportunity for any modifications.

7.2.6 Meeting Notification

Information regarding the meeting purposes, date/time and place should be clearly conveyed to the intended participants. With the audience in mind, there are many creative ways to approach meeting notification:

- Distribute flyers to major employers for posting in break rooms or inclusion with paychecks;
- Provide meeting information to churches in the area for inclusion in church bulletins and/or newsletters;
- Send information home with school children;
- Post flyers at commonly frequented retail establishments, laundromats, banks, grocery stores, etc.;
- Include meeting information on the community calendar in local media;
- Prepare brochures, newsletters and postcards for a mailing;
- Utilize transit vehicles and stations to post advertisements, information and notices; and
- Post signs along the affected roadway.

7.2.7 Notification Samples

Along with the variety of public outreach opportunities come a variety of notification materials. Following are proven techniques that can be tailored to any need.

METROPLAN ORLANDO participated in Transportation Fairs to increase awareness of the 2025 Long Range Transportation Plan. This flyer was distributed.



TRANSPORTATION FAIRS

During the month of November, LYNX, METROPLAN ORLANDO and the Florida Department of Transportation are presenting a series of community-based Transportation Fairs. These interactive events seek to increase the public's understanding and participation in seven regional transportation-related studies.

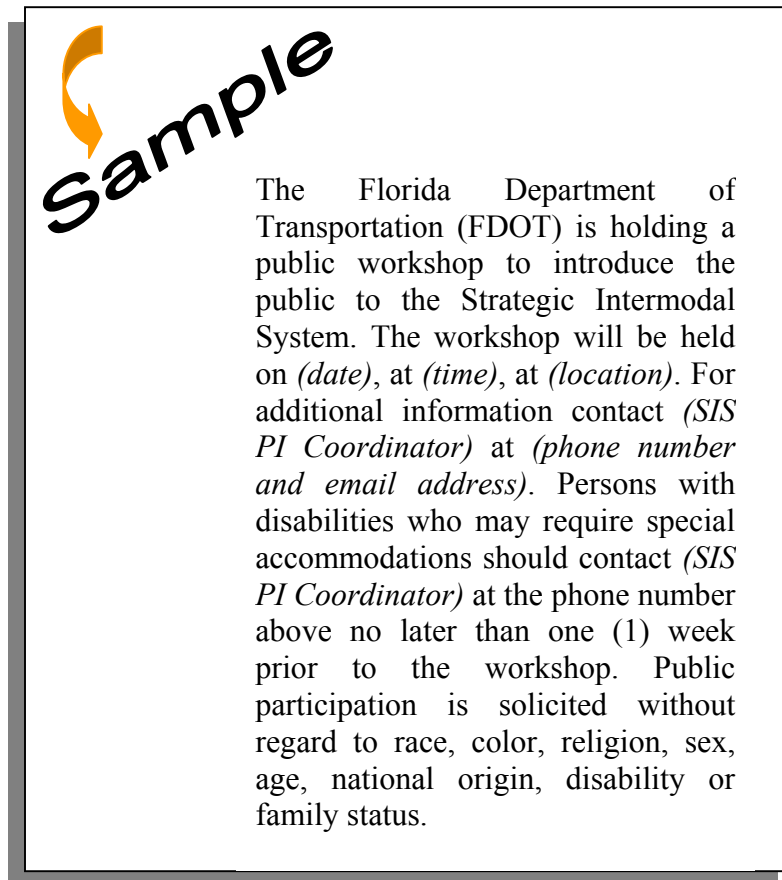
The studies featured during these fairs include: the 2025 Long Range Transportation Plan, Central Florida Light Rail Project, Commuter Rail Alternatives Analysis, High Speed Rail Study, Interstate 4 PD&E Study, North Orange/South Seminole Enhanced ITS Flexible Bus Rapid Transit Project and the Transit Systems Concept Plan.

The fairs will feature information booths staffed with folks representing the various studies to answer questions and receive any public comment regarding the projects.

The dates/locations are as follows:

- Saturday, November 2 and Sunday, November 3 at Fiesta in the Park, downtown Orlando from 10:00 a.m. - 5:00 p.m.
- Saturday, November 9 at the Altamonte Mall (lower-level near Burdines) from 10:00 a.m. - 9:00 p.m.
- Sunday, November 10 at the Oviedo Marketplace (between Dillard's and Regal Cinemas) from 12:00 p.m. - 6:00 p.m.
- Wednesday, November 13 at the Kissimmee Civic Center from 4:00 p.m. - 8:00 p.m.
- Tuesday, November 19 at Dr. Phillips High School from 4:00 p.m. - 8:00 p.m.

During the Strategic Intermodal System (SIS) outreach conducted by the Department, the following newspaper ad was released to advertise the public workshops held throughout the State.

A graphic representing a newspaper advertisement. It features a large, bold, black word "Sample" in the top left corner, with a yellow curved arrow pointing from the top left towards the word. The main body of the ad is a rectangular box with a thin black border, containing a paragraph of text.

The Florida Department of Transportation (FDOT) is holding a public workshop to introduce the public to the Strategic Intermodal System. The workshop will be held on *(date)*, at *(time)*, at *(location)*. For additional information contact *(SIS PI Coordinator)* at *(phone number and email address)*. Persons with disabilities who may require special accommodations should contact *(SIS PI Coordinator)* at the phone number above no later than one (1) week prior to the workshop. Public participation is solicited without regard to race, color, religion, sex, age, national origin, disability or family status.

Additionally, this announcement was also released to local newspapers for the same SIS workshops.

 **Sample**



The Florida Department of Transportation (FDOT) will be hosting a public workshop to introduce a project that is being designed to meet the growing transportation needs of the State of Florida, the Strategic Intermodal System. To ensure that this project is comprehensive **we need your input.**

Please join us at a public workshop on:

(DATE)
(TIME)
(LOCATION)

For more information, please contact:

(SIS PI Coordinator name)
(phone number)
(email address)

Persons with disabilities who may require special accommodations should contact *(SIS PI Coordinator)* at the phone number above no later than one (1) week prior to the workshop.

Public participation is solicited without regard to race, color, religion, sex, age, national origin, disability or family status.

The City of Lakeland conducted a public workshop to solicit opinions and determine the values of citizens of a very specific study area. Since there is an elementary and middle school in the study area, the following flyer was designed to be sent home with students.

 **sample**



The City of Lakeland is studying the area between South Florida Avenue and Harden Boulevard from the Polk County Parkway to Beacon Road for a possible east-west connector.

A public workshop is being held to receive comments from the general public.

THURSDAY, FEBRUARY 27, 2003

5:00 P.M. – 7:00 P.M.

SOUTHWEST MIDDLE SCHOOL CAFETERIA
2815 EAST EDEN PARKWAY
LAKELAND, FLORIDA

For more information, please contact:

CONTACT NAME
Contact Phone Number
Contact E-mail

CONTACT NAME
Contact Phone Number
Contact E-mail

Persons with disabilities who may require special accommodations should contact Contact Name or Contact Name at the phone number listed above no later than one (1) week prior to the workshop.

Public participation is solicited without regard to race, color, religion, sex, age, national origin, disability or family status

7.2.8 Recording the Meeting

Make arrangements for a scribe or court reporter well in advance of the meeting. If a number of workstations are to be used, it is a good idea to have a scribe at each station to record public comment. Not everyone will take advantage of the formal comment form/card, but will clearly voice their opinion when given the opportunity.

Providing visible, professional scribes and/or court reporters will help the public recognize the importance of their contribution, enhancing the credibility of the Department.


7.2.9 Evaluation Forms

In an effort to continuously improve public outreach efforts, having a meeting evaluation form available for participants to complete is a useful tool. Do not hesitate to ask if the workshop/meeting was useful or beneficial. Also ask for suggestions to improve the meeting.

Generally, the public will generously provide their thoughts. If designed appropriately, an evaluation form can give the study team vital and interesting information.

See *Chapter 10: Evaluation of the Effectiveness of Public Involvement Programs* for additional information regarding evaluation methods.

Below is a sample Evaluation/Comment Form used for the Sarasota/Manatee (MPO) 2020 LRTP Update.



SARASOTA/MANATEE (MPO)
2025 Long Range Transportation Plan Update
Evaluation/Comment Form
December 12, 2000

[1] Were your questions and concerns addressed?

☐ Yes ☐ No

If not, what additional information do you need?

[2] Was the meeting format appropriate for you to learn about the Sarasota/Manatee 2025 Long Range Transportation Plan Update?

☐ Yes ☐ No

[3] Was the meeting format appropriate for you to express your opinions?

☐ Yes ☐ No

[4] How did you hear about the Public Hearings?

☐ Newspaper
☐ Radio
☐ Invitation (mail)
☐ Other _____

[5] Please share your concerns, comments, compliments, and issues.
Thank you for your comments!

7.2.10 Staff Debriefing

A staff debriefing after the public meeting is equally as important as the staff briefing prior to the meeting. All study team participants should participate because each individual will bring a different perspective to the event, providing valuable insights on how to improve future public outreach efforts.

The debriefing is an opportunity to review evaluation/comment forms. It is not unusual for someone on the study team to remember a conversation with an individual. This recollection can provide additional insight into community values and concerns.

7.3 Meeting Planning Timeline

Plan for effective meetings. Consider using the following timeline:

1. Preliminary planning, up to one (1) year prior to meeting depending on location and space or room availability:
 - Determine meeting date, purpose, participants, and format;
 - Identify general facility requirements and begin site selection process;
 - Establish a meeting team and assign roles/responsibilities; and
 - Review relevant legal requirements for public notice if the meeting is an official public hearing.

Once the location has been selected and reserved, the general planning activities can begin. It takes 10-12 weeks to effectively plan a public meeting.

2. General planning, approximately 10-12 weeks prior to meeting:
 - Identify appropriate meeting materials and begin development;
 - Begin preparation of presentation script and displays;
 - Identify facility security/insurance requirements and initiate arrangements as necessary;
 - Develop advertising strategy and begin preparation of meeting notices and advertisements;
 - Begin preparation of mailing list for notification of meeting participants; and
 - Select outside vendors (e.g., court reporters/interpreters) and initiate arrangements.
3. Preliminary details, approximately eight weeks prior to meeting:
 - Confirm security and insurance arrangements;
 - Confirm outside vendors;
 - Finalize legal notices;
 - Determine newspaper advertising deadlines;
 - Notify the mailroom of upcoming postage requirements, if necessary; and
 - Review presentation materials.
4. General details, approximately six weeks prior to meeting:
 - Finalize meeting notices and meeting advertisements (invitational letters, newsletters, flyers, newspaper ads, press releases) and begin production as necessary;
 - Schedule preliminary rehearsal;
 - Confirm facility reservation;
 - Complete preparation of mailing list and labels; and
 - Finalize draft meeting materials and presentation.

5. Final details, approximately 4 weeks prior to meeting:
 - Mail meeting notices;
 - Hold preliminary review of meeting materials and presentation, then begin final revision of these materials;
 - Begin developing meeting room layout;
 - Begin arrangements for payment of security, room fees and/or outside vendors; and
 - Submit advertisements and press releases for publication.
6. Two weeks prior to meeting:
 - Resubmit newspaper advertisement for second publication, if required;
 - Confirm security and/or outside vendors as appropriate;
 - Schedule rehearsal and staff briefing;
 - Compile list of supplies and begin assembly;
 - Identify and arrange transportation if necessary;
 - Finalize meeting materials and begin production; and
 - Finalize meeting room layout.
7. One week prior to meeting:
 - Hold final rehearsal and staff briefing;
 - Finalize meeting displays and presentation;
 - Complete production of meeting materials;
 - Complete assembly of supplies; and
 - Send media advisory.

Creativity, common sense and “thinking outside the box” are all key to successful public meetings. Make arrangements for an employee of the meeting facility to be on-hand for the meeting (the custodian, perhaps) to handle any last minute emergencies. Create a “Meeting Tool Box” that is filled with extra pens and legal pads, extension cords, duct tape, highlighters and markers, batteries, an umbrella, tools like a screwdriver and hammer, a small first-aid kit, and push-pins. Bottom line – BE PREPARED.



7.4 Meeting Checklists

Provide a checklist to ensure all meeting details are considered. Table 7.2 is a generic meeting checklist that can certainly be modified to meet many needs.

GENERIC PUBLIC MEETING CHECKLIST

Complete	Tasks	Responsibility	Status	Due Date
	Set Meeting Time and Place			
	Meeting Location			
	Secure Site			
	Visit Site			
	Invitation List			
	Property Owners			
	Utilities Customers			
	City/Elected Officials			
	Media			
	Draft Invitation			
	Issue Invitations			
	Draft Flyer for other solicitation			
	Contact Businesses, Churches & Schools			
	Act Upon Information Received from Contacts			
	Distribute Flyer			
	Prepare Materials for Meeting			
	Agenda/Instructions			
	PowerPoint Presentation (if needed)			
	Room Layout			
	Sign In Sheets			
	Handouts			
	Station Number Signs			
	Boards/Maps			
	Meeting Evaluation			
	Name Tags			
	Meeting Directional Signs			
	Comment Forms			
	Comment Box			
	AV Equipment (if needed)			
	Laptop			
	Projector			

Table 7.2 Generic Public Meeting Checklist

Complete	Tasks	Responsibility	Status	Due Date
	Microphones			
	Screen			
	TV/VCR			
	Rehearsal			
	Refreshments (if needed)			
	Cookies			
	Napkins			
	Trash Bags			
	Table Cloths			
	Office Supplies			
	Pens & Pencils			
	Markers			
	Post It Notes			
	Stapler			
	Tape (Scotch, Masking, Duct, Double-Sided)			
	Scissors			
	Rubber Bands			
	Paper Clips			
	Tools			
	Extension Cords			
	Extra Notepads			
	Flashlights and Batteries			
	Additional Supplies:			
	Safety Vests for directing traffic (if needed)			
	Legal Notification			
	Create Newspaper Ads			
	Create Legal Ads			

Table 7.2 Generic Public Meeting Checklist (concluded)

7.5 Reaching the Traditionally Underserved

Involving all populations in public outreach efforts is an important part of transportation decision making. In order to effectively and successfully reach these traditionally under-represented populations, consider incorporating the following concepts when planning meetings and other activities:

- Involve community leaders in identifying the best methods for involvement;
- Include community meeting places as sites for outreach activities;
- Consider using a local church that could provide safe, reliable child care for single parent households;
- Provide translators for non-English speaking audiences;
- Consider Senior Citizen Centers as locations, allowing the elderly population easy access to the decision making process;
- Provide ample opportunities for participants to speak one-on-one with an MPO or FDOT official, affording people a chance to voice opinions without having to speak before a large group;
- Select a meeting location accessible by public transportation;
- Select a meeting location with ample parking; and
- All facilities must be ADA compliant.

Consider the following:

- Distribute project/plan information through the schools, in utility bills or in church bulletins;
- Post meeting information at baseball/soccer fields, grocery stores and discount department stores; or
- Enlist the aid of community organizations to sponsor and provide food.



8.0 PUBLIC HEARINGS

The primary differences between a public meeting and a public hearing are that a public hearing has specific timeframes associated with advertising, notice and when written comments must be received; hearings require an official hearing officer and transcription of comments; and comments are a formal part of the public record. Public meetings are often scheduled at intervals throughout the decision-making process allowing early input; public hearings are often at the end of a process and to satisfy regulatory requirements. In short, a public hearing should not be the only opportunity to involve the public, but used as a part of an overall public involvement program when necessary or desired.

There are three public hearing formats available to FDOT: formal, informal and blended. Regardless of the format, the primary objective is providing the maximum opportunity for the public to participate in the decision making process by expressing their views and concerns at the hearing.

The following sections apply to public hearings held by FDOT. MPO public hearings may follow a different format.

8.1 When Is A Public Hearing Required?

Public hearings are required on all major transportation improvements generally prior to a decision point, such as project scope, work program development, and design and project location approval. For specific information as to when a public hearing is required and the notification process, see *Chapter 2: Requirements for Public Involvement* in this handbook and the *PD&E Manual, Part 1, Chapter 8: Public Involvement*.

8.2 Notification of Public Hearings

In accordance with Chapter 339.155, F.S., FDOT must publish the public hearing advertisement twice, with the first notice appearing at least 15 days, but no more than 30 days, prior to the hearing. The advertisement should contain at a minimum:

1. Reason for the public hearing;
2. Explanation of the format for the public hearing;
3. Project description (use of location map is suggested);
4. Date, time and location of the hearing;
5. Citation of 23 CFR 771 and a list of places, dates and times where the environmental document and other material are available for public inspection;
6. Reference to Executive Orders 11990 and 11988 concerning wetlands and floodplain / floodway involvement on the project;
7. Name, address and telephone number of FDOT's contact person for information on the hearing and accommodation of disabilities under ADA;
8. Address where written comments are to be sent; and
9. Citation of hearing compliance with Titles VI and VIII of the Civil Rights Act.

In accordance with s. 339.155(6), F.S., all real property owners, in whole or in part, within at least 300 feet of the centerline of each alternative must receive notification of the public hearing no less than twenty (20) calendar days prior to the hearing. They are notified through the use of invitational letters mailed to them. Since the affected community could extend beyond 300 feet, using the Community Characteristics Inventory and contact networks will help determine whom to contact. The addresses for this notification can be obtained from the tax rolls. The invitational letter must contain at a minimum:

1. Purpose of the notification;
2. Description of the project;
3. Statement on where documents are available for inspection;
4. Date, time and location of the public hearing;
5. Solicitation statement for citizen participation; and
6. Name, address and telephone number of FDOT's contact person for more information on the hearing and accommodation for disabilities under ADA.

A public notice must be placed in the *Florida Administrative Weekly* whenever a public hearing is to be held. The notice is prepared and e-mailed by the District to the Department's Central Office of the General Counsel (MS 58) at least 35 calendar days prior to the date of the hearing. The e-mail address is User ID LG916JM or James.Myers@dot.state.fl.us . For backup purposes, a hard copy may also be mailed to the General Counsel's office at MS 58. A copy of the notice is also sent to the Public Information Office for their information. All notices for the *Florida Administrative Weekly* should use 12 pt Times New Roman font, double-spaced with one inch margins.

If a public hearing is not required, FDOT may elect to offer the public an opportunity to request a public hearing. A notice of an opportunity to request a public hearing is published in a local newspaper having general daily circulation in the project area. A notice of opportunity to request a public hearing must be placed in the *Florida Administrative Weekly* (see previous paragraph).

8.3 Notice Of Intent

Once a Class of Action is approved (see the *PD&E Manual, Part 1, Chapter 3: Class of Action Determination*) and the decision is made to prepare an Environmental Impact Statement (EIS) on a project, the Department prepares a Notice of Intent for publication in the *Federal Register* by FHWA that informs the general public of the project scope.

8.4 Notice Of Availability

After approval of the Environmental Assessment (EA) or Draft Environmental Impact Statement (DEIS), the Department places a notice in the local newspaper with general daily circulation in the project area stating that the EA or DEIS has been approved and where it is available for public review. The documents must be available for public review at least 21 calendar days prior to the hearing date.

Upon approval of the DEIS, the Department also publishes a Notice of Availability in the *Federal Register* for a period of 45 calendar days. An advertisement is also placed in a local newspaper. Once the Final Environmental Impact Statement (FEIS) is approved by FHWA, a Notice of Availability is published in the *Federal Register*.

For more specific information about Notices of Availability, please refer to the *PD&E Manual, Part 1, Chapters 2-7*.

8.5 Notice Of Location And Design Concept Acceptance

Once the project location and design concept acceptance is received on the final environmental document, the Department publishes in the same newspaper that carried the public hearing ad an advertisement that the location and design concept acceptance has been received.

8.6 Public Hearing Formats

There are three basic formats for public hearings: formal, informal and blended. The Department is at liberty to determine which format is best suited to the project goals and objectives, as well as which will encourage the most participation from the greatest number of citizens.

All public hearings are held on a weekday, Monday through Thursday. When selecting a hearing location, consideration should be given to the anticipated size of the facility required, proximity to the project, access, community involvement, ADA compliance and public transportation availability. All public hearings must be held at a site that provides reasonable accommodation and access to disabled persons wishing to attend and participate in the public hearing proceedings. When notified at least seven (7) days in advance of a citizen's disability, the Department must make an effort to reasonably accommodate the citizen's disability to afford an equal opportunity for participation at the public hearing.

The proceedings are recorded and transcribed into a written transcript. The public record remains open for inclusion of additional written public comments a minimum of ten (10) calendar days after the date of the hearing. All written comments received during that period become a part of the public record and are included in the hearing transcript. After the ten (10) calendar day comment period, the public hearing is officially closed and the transcript is certified by the hearing officer.

8.7 Formal Format

Formal public hearings are traditionally held in the evenings, in auditorium styled rooms. Typically the best-suited rooms have an elevated stage and podium. A Department representative usually moderates them. Adequate Department personnel and consultants should be present to assist the moderator in answering questions and responding to comments, if necessary. A presentation is given, most commonly through an electronic slide presentation or video. The presentation should at a minimum include:

1. Introduction and hearing purpose;
2. Purpose and need for the project;
3. Project scope and location;
4. Project history;
5. Laws and regulations under which the hearing is being held;

6. Description of the formal hearing process and how citizens comment on the project (orally to the court reporter, written statement at the hearing, or written statement for a minimum ten days after the hearing date);
7. Reference to published hearing notice;
8. Reminder of due date for written statements;
9. Statement that a verbatim transcript is being made;
10. Reference handouts available including, information related to the project and Department Relocation Program materials;
11. Brief discussion of the alternatives;
12. Reference any, more specific, information available;
13. Advantages and disadvantages for the alternatives;
14. Major design features and costs of each alternative;
15. Any social, environmental, air quality, noise, floodplain, wetlands, archaeological/historic, or endangered/threatened species impacts; right-of-way acquisitions or needs; access management issues; or residential or business displacements;
16. Any other pertinent information;
17. Information about the Department's Right Of Way Acquisition and Relocation Assistance programs;
18. Reference any relocation handouts available and note a Relocation Agent in attendance; and
19. Show compliance with Title VI and Title VIII of the Civil Rights Act

Citizens speak into a central microphone and address the Department directly with comments and questions following the presentation. A court reporter or tape recorder is present so that a verbatim transcript can be made following the proceedings. Prior to, during breaks from and after the presentation, Department staff is available for questions. Citizens may submit prior prepared written material to include in the formal record. All presentation materials become part of the official record. The official record remains open for a period of ten (10) calendar days following the public hearing.

Any materials received prior to the close of the official record will be included. The public's oral presentations, comments and questions are generally not time restricted. Time restrictions are at the discretion of the moderator and are typically only employed to allow each citizen an opportunity to speak. Those wishing to speak are

registered at the outset of the hearing or during an intermission after the formal presentation and given speaker cards. This allows the moderator an idea of how many people wish to speak. Those citizens who have not previously registered and completed a speaker card are afforded an opportunity to speak after all those who registered have been heard.

The room layout includes a registration or sign-in table. Tables are arranged around the periphery or entrance with materials, handouts and displays. There are also tables or locations for special areas of concern depending upon the type of project and issues/impacts involved. Information on the project development process must be made available.

8.8 Informal Format



The informal public hearing format is generally used for non-controversial projects. A hearing coordinator is employed as opposed to the formal moderator used in the formal format. The hearing coordinator keeps the process flowing by directing citizens to materials, project displays and handouts. These informal hearings typically begin in the late afternoon and last into the evening.

This format calls for a large room with a great deal of open space. Personnel are located around the room at fixed stations corresponding to different aspects of the project. Other staff and/or consultants are circulating around the room to assist the public and answer questions. The hearing coordinator or another project staffer may give a brief presentation including a general welcome, explanation of the format and directions to the stations.

One week prior to the hearing all personnel are briefed and a rehearsal is held. At the rehearsal, the room layout, presentation, materials, and meeting format are discussed.

At the meeting, one or more court reporters are available to document citizen comments for inclusion into the public record or the

Department may choose to tape record the proceedings and transcribe the tape later. A comment box is positioned in the room for the citizens to deposit their written responses. Citizens register upon entering the hearing and they are asked to give their name and address on a speaker's sheet, as well as identify themselves when they are commenting. A formal opportunity for comments is also provided. The use of a microphone and central stand is made available for those citizens who wish to give public testimony.

This format may also include a formal presentation delivered several times throughout the course of the hearing. See *Section 8.7: Formal Format* for presentation content.

Tables are arranged around the periphery or entrance with materials, handouts and displays. There are also tables or locations for special areas of concern depending upon the type of project and issues/impacts involved. Wall displays are used to show pertinent project-related information. Posters are used to give citizens information that will help them become more involved in the hearing or explain how to comment on the project.


Project brochures are required and should include the following information:

1. Project location map;
2. Federal, State and work program numbers;
3. Project description and its logical termini;
4. Purpose of the hearing;
5. Citation of laws and regulations requiring the public hearing;
6. Project history;
7. Explanation of the informal hearing process;
8. Explanation of how citizens can comment on the project;
9. Statement of date final written comments are due;
10. Date, time and place of the hearing;
11. Discussion on the Federal-State partnership; and
12. Project summary, including
 - Purpose and need;
 - Alternates considered;
 - Typical sections;
 - Environmental and human impacts;
 - Right-Of-Way relocation, Title VI and Title VIII programs;

- Role of a public hearing; and
- Project status and schedule.


8.9 Blended Format

An alternative to the formal or informal public hearing format is the blended public hearing. This type of hearing begins as an informal information meeting to fully familiarize the citizens with the project, then turns into a public hearing and follows the formal format as described in *Section 8.7: Formal Format*.



Sample

Alligator Alley



TOLL RATE PUBLIC HEARINGS

PUBLIC HEARINGS FEATURE INFORMAL AND FORMAL SESSIONS

The public hearings will have an informal and a formal session. From 6 p.m. to 7 p.m., the Department will conduct an informal session to allow the public an opportunity to review the hearing materials. Department representatives will be available at this time to answer questions about the project and discuss the proposed toll rates.


The formal portion of the hearings begin at 7 p.m. and include a short presentation by the Department of Transportation. The public may then provide verbal and written comments that will be considered before the changes in toll collection are finalized for Alligator Alley.

If you cannot attend the public hearings, comments may be submitted in writing to:

Deborah H. Stemle, Director
Office of Toll Operations
Florida Department of Transportation
920 East Lafayette Street
Tallahassee, FL 32301

Comments should be postmarked by November 20, 1998.

Anyone requiring special accommodations at this meeting because of a disability or physical impairment should contact LeeAnn Cowen at (850) 942-6007 at least five calendar days prior to the meeting. If you are hearing or speech impaired, please call LeeAnn Cowen using the Florida Dual Party Relay system which can be reached at 1-800-955-8770 (voice) and 1-800-955-8771 (TDD).

 Recycled Paper

DATE: NOVEMBER 9, 1998 MONDAY	DATE: NOVEMBER 10, 1998 TUESDAY
TIME: INFORMAL SESSION: 6 PM PUBLIC HEARING: 7 PM	
LOCATION: COLLIER COUNTY THE CONSERVANCY OF SOUTHWEST FLORIDA 1450 Merrihue Drive NAPLES, FLORIDA	LOCATION: BROWARD COUNTY WYNDHAM RESORT AND SPA 250 Racquet Club Road FT. LAUDERDALE (WESTON), FLORIDA

**TOLL RATE PUBLIC HEARINGS
TO ALLOW FOR PUBLIC REVIEW
OF CHANGES
IN TOLL COLLECTION**

8.10 In General

At the Department's option, a "Letter of Welcome" may be attached to the project brochure or made a part of it. This letter welcomes the citizens to the public hearing, and explains the Department's decision-making process. It should also provide assurance that all comments will be fully considered prior to the Department making a final decision. The District Secretary should sign this letter.

A transcript of all proceedings is made which includes any Department presentation, all testimony received, and all handouts and informational brochures used. Display material should be retained in the project file as part of the hearing record and provided to FHWA if so requested. The Public Hearing Officer must certify all public hearing transcripts.

For public hearings that may be highly controversial, a combination of elements from the two styles may be employed. See *Appendix A: Tools & Techniques* for creative ideas to handle difficult situations. Complete documentation of all activities must be made in the project file and in the hearing transcript.


8.11 Subsequent Public Hearings

A subsequent public hearing is held whenever the design for a project has substantially changed from that shown at the location and design acceptance public hearing or approved by the Department or the FHWA. If the design changes will cause substantial social, economic or environmental impacts different from those previously determined, a subsequent hearing is held. Finally, if there is any doubt as to whether or not a subsequent hearing is warranted, a hearing should be held in the same manner described in *Section 8.2: Notification of Public Hearings*.

The notification by letter may be focused on the area affected by the design change depending on the project length and the extent of

impact. This decision should be made in consultation with FHWA for federal projects.

8.12 Joint Public Hearings



Joint public hearings can often be held to facilitate project development and permitting. If an agency agrees to hold a public hearing jointly with the Department, the District should seek to establish in writing the guidelines by which the public hearing is to be held. Preparation of acceptable joint procedures ensures that the requirements of both agencies will be satisfied. This includes format of the hearing, presentations, and all elements of the public hearing process. If the notification period of the agency is different from the Department's then the longer period for hearing notification should be used. The Department, however, should still maintain two separate notifications.

See the *PD&E Manual, Part I, Chapter 8: Public Involvement* for more information about joint public hearings.

9.0 DOCUMENTATION OF PUBLIC INVOLVEMENT ACTIVITIES

FHWA requires very specific documentation of public involvement activities. Within planning and project development, the completion of Environmental Assessments (EA), Environmental Impact Statements (EIS) and Categorical Exclusions (CE), also require public involvement documentation. Public involvement documentation is also required as a component of the MPO certification process. Using methods described in this section allows the public involvement practitioner to document activities in a manner appropriate to meet these requirements.

Additionally, appropriate and complete documentation of public involvement activities creates a history and record of commitments made as a result of the activities. Access to the documentation allows the public to see that their input was heard and considered.

Proper documentation includes compiling all materials related to the public involvement activity and summarizing and analyzing the public comments that result. In this chapter, methods to create a diary or portfolio and ways to handle public comments are identified.

9.1 Diary of Public Involvement Activities

A diary or portfolio is an excellent way to document public involvement activities as proposed transportation projects are identified and moved forward to the work program and project development.

The diary should contain all the project components presented to agencies, elected officials and the public. It should contain the project purpose and need statement, the public involvement plan, contact lists, schedule of activities, materials, maps, invitations, flyers, and photos of any community interaction relating to the proposed project from

planning to construction. A project diary documents data gathered at public involvement activities and provides a repository for meaningful information that accurately assesses the issues and concerns of a community. Prepare the project diary by:

- **Compiling** outreach activity **results** such as charts, graphs, summary documents – including photographs, newspaper articles, video clips and other materials; and
- **Summarizing and presenting** the findings clearly and in non-technical language.

The project diary should be accessible to the public. The information should be simple and easy to understand.

The components of a project diary include:

The Project History

This section should define the affected community. It should include a geographic description of the study area utilizing maps, as well as any demographic information. If a windshield survey or other technique was necessary to provide a clearer understanding of the study area, include any observations made.

The Public Involvement Plan (PIP)

This section includes the public involvement plan and information to define community attitudes and preferences:

- The community's level of understanding of a transportation project;
- The community's attitude toward a transportation project;
- Feedback from the community on an alternative that has been selected;
- Ongoing status of plan/project decisions as it becomes more defined; and
- Maps, diagrams and typical sectors.

The Notification Process

This section should include the Master Contact List detailing all methods of notification to invite the public to activities. Include any flyers, posters, letters of invitation, press releases, or legal ads.

Description of All the Outreach Activities

This section should include the date, time and location of public involvement activities, as well as photographs and samples of all the mailing lists, sign-in sheets, maps, graphs, boards, comment forms, log and summary, meeting notifications, evaluation forms, requests for presentations, meeting minutes (if applicable), etc. Describe the flow of the activity, what happened first, second, third, etc. If workstations were utilized, describe each one and what data was gathered. Show any exhibits used. If the activity entailed participating in a local community event by setting up a booth and conducting a survey, include a copy of the survey questions.

See *Appendix A: Tools & Techniques* for additional outreach ideas.

The Results

Document the event by using percentages and numbers to reflect the number of people invited to the event and the number of people who attended. Compile the issues or concerns. It is not unusual for the data collected at an activity to be completely different from what was expected. If that is the case, it is important to document that information carefully.

Compile Data and Distribute

Compile all the information collected for each activity into the project diary. This documentation may be posted on a Web site for public review.

9.2 Public Comment

The primary objective of any public involvement activity is to inform the public and solicit their input as it relates to transportation improvements. After all, the public is the consumer of the services provided by FDOT. The most common way for the public in general to relate their ideas and input is through written or verbally submitted comments.

Effective public involvement activities produce public comments. Depending on the aggressiveness and scope of the public involvement plan, as well as the level of controversy or interest surrounding the project, a tremendous volume of comments can be generated. A protocol is needed to handle these comments.

The comments received serve several purposes. Comments help provide documentation for the public involvement activities. The information gleaned from the public comments, if correctly synthesized and catalogued, will serve as an excellent record for future project phases. The amount and types of comments received will help in evaluating the success of the individual public involvement activities as well as the overall public involvement plan.

Public comment will help build an understanding of community issues and needs that should be considered in designing transportation solutions that fit community needs.

The ETDM process requires a summary of public comments as part of the Summary Report at each phase. See *ETDM Interim Guidelines* for the additional information.

The public comment process contains the following eight steps: collection, documentation, analysis, acknowledgement, distribution and tracking, incorporation, response, and sharing.

Comments Process

Step 1: Collection

Step 2: Documentation

Step 3: Analysis

Step 4: Acknowledgement

Step 5: Distribution & Tracking

Step 6: Incorporation

Step 7: Response

Step 8: Sharing

Transfer to external/ internal responsee

Substantive

Current

Other

General

Procedural

Thank You. Too early to change this.

Thank You. Too late to change this.

Thank You. We're looking into it.

Thank You. We referred it to X_____

Thank You. We fixed it.

Thank You.

Document Summary Report

Distribution & Tracking Form

NEWSLETTER SUMMARY OF COMMENTS

US MAIL

Step 1: Collection

- Survey forms
- Comment forms
- Mail
- Letter
- Telephone
- Email

Comments are collected throughout the public involvement process and analyzed at project milestones. A typical strategy includes collecting comments at the beginning of the project, after the first phase of alternatives analysis and during the final phase of analysis. Make sure to specify a closing date by which all comments must be received, where appropriate. A mechanism should be included that allows for the comments to be collected at public involvement activities, as well as the opportunity to provide responses later via mail or electronic mail.

Step 2: Documentation

Collecting comments is merely the first step in the comment process. The next step is to catalog and analyze all the responses.

It is suggested that public comments be logged with the following information, at a minimum, recorded for each comment:

- **Date** – This is important for documenting the evolution of a project. It also establishes a benchmark for a timely response;
- **Comment** – The essence of the comment is critical for responding in an appropriate manner;
- **Name, address, telephone number and email** - This is *optional* information, but is necessary for a proper response; and
- **Tracking number** – This is *optional*, but will ensure that comments are not lost. This is especially useful for projects with large volumes of comments.

A recommended syntax for a tracking number: year (03), month (XX), and then number the comments in chronological order. For example, the 25th comment received at the October, 2003 public workshop would have a “031025” tracking number.

Step 3: Analysis

Once all the comments received have been logged, they should be analyzed. This may seem like a daunting task when potentially faced with hundreds of responses. To help manage this task, the comments should be sorted into categories. Experience suggests that comments can generally be sorted into the following four categories:

1. **General** – Comments that relate directly to the project, but do not require a detailed response;
2. **Procedural** – Comments that are related to the public involvement process;
3. **Substantive** – Comments that relate directly to project development and require further analysis; and
4. **Other** – Comments beyond the scope of the subject project that may relate to another Department project or be completely out of the sphere of the Department's influence.

Now that the comments are sorted, they can be analyzed. Look for trends in the comments.



When analyzing public comments, consider the following:

- Are most respondents concerned with a particular issue, i.e., aesthetics or safety?
- Are comments lengthy? This indicates much interest in the project.
- Are comments brief? Are comment forms left incomplete? This suggests/indicates that the public does not have enough information to provide significant, meaningful input.

Create a summary report of the comments. The report should include the number of comments received and details about what issues have been raised. Comments can usually be sorted by a few key issues. Identify them and the corresponding number of comments regarding each particular issue.

Step 4: Acknowledgement

Each comment received should be acknowledged. Acknowledging all of the comments encourages continued involvement and confirms that each individual's comment has been considered. Those who comment should be thanked and acknowledged regardless of the type of comment. Acknowledging and thanking people for their comments also helps facilitate future communication and builds trust and credibility within the community.

Best practices dictate that public comments should be acknowledged within 10 working days after receiving the comment. Some comments require only an acknowledgement, while others require detailed information or feedback and may take some time to analyze and research. It is important to acknowledge the comment even if research is ongoing for an appropriate response. The public is usually willing to wait for an answer as long as they know their comment was received and is being considered.



When responding to comments:

- Respond to **“general”** comments with a letter acknowledging interest in the project.
- Respond to **“procedural”** comments with a letter acknowledging interest in the project, in addition to information regarding the action that has been/will be taken.
- Respond to **“substantive”** comments upon determining whether the comment pertains to the current, previous or future project phase as follows:
 - Current project phase – respond with a postcard acknowledging their interest in the project. Include a brief description of the action being taken to address the comment and when to expect resolution. Determine if the comment can be included in the project concept.
 - Previous project phase – respond with a letter acknowledging interest in the project. Include an overview of the project history and decisions that have been made earlier in the process and information on how to become involved in current or future project decisions.
 - Future project phase – respond with a letter acknowledging interest in the project. Include a brief overview of the future project schedule indicating when the decision will be made and that the comment will be passed on. Document the comment. See *Section 9.2.2: Documentation*.
- Respond to **“other”** comments with a letter acknowledging interest in the project and how the comment has been handled. These comments should be routed to appropriate FDOT personnel or non-FDOT personnel. See *Section 9.2.5: Distribution*.

Step 5: Distribution and Tracking

Inevitably people will submit comments that are not relevant to the particular project at hand. Comments that pertain to other projects and issues should be distributed to the appropriate personnel for processing. It should be noted in each comment's acknowledgement to whom the comment was distributed and why.

Some comments may require distribution to multiple departments to ensure a full, complete and accurate response. An excellent way to track the status of comments is with the tracking number. Be sure to note to whom the comment was submitted and when. Follow up and make sure the appropriate personnel have addressed the comment.

Step 6: Incorporation

Any comment directly related to the current project should be considered for incorporation into the decision-making process. Careful analysis of public comments can lead to innovative solutions that address the community's needs without compromising the Department's goals.

Step 7: Response

All comments that require detailed information or feedback should be answered as soon as possible. A complete answer addressing all issues submitted in the comment should be provided. An explanation of any research or analysis that forms the basis of the answer should also be included. Additional information explaining how the individual can continue to be involved in the decision making process is always appropriate.

Step 8: Sharing

An ongoing compilation of public comments and their resolution should be shared with the project community. Distribution of the

information can be in the form of a newsletter or project fact sheet that can be mailed, handed out, or posted on the project Website. Sharing the information keeps people interested and heightens the possibility of further involvement. This type of feedback reinforces the Department's credibility and underscores the value of public comment.

By collecting all this information into the project diary or portfolio, project history is not lost. By keeping the diary or portfolio current, issues and concerns, as well as commitments made in addressing these issues can be maintained.

10.0 EVALUATION OF THE EFFECTIVENESS OF PUBLIC INVOLVEMENT PROGRAMS

Public involvement is effective if the purpose of the program or activity is achieved. It is Important to assess and evaluate public outreach efforts not only to meet federal and state regulations, but also to make sure outreach efforts are successful. Through systematic evaluation efforts, it is possible to discontinue activities that are ineffective and to improve or add new public involvement activities when appropriate.

The Public Involvement Plan (PIP) consists of public involvement goals, policies, objectives, and descriptions of various public involvement techniques. This section will outline the steps to be taken to evaluate the public involvement techniques identified in the PIP, identify measures to quantify success rates and provide strategies to improve the public involvement process.

10.1 Identify Applicable Performance Measures and Targets

An understanding of the standards for performance at the time the Public Involvement Plan is developed guides the choice of public involvement tools to be employed. Applicable performance measures should be developed based on prior public involvement experiences.

10.1.1 Evaluation Measures

When developing the Public Involvement Plan, a minimum of one performance indicator should be developed for each component of the public involvement objective. Performance measures are:

- Measurable - A quantitative translation of the desired objective. Qualitative performance measures may be identified, but should not be the sole indicator for an objective;
- Verifiable - Multiple, independent observers should be able to agree upon the results; and
- Cost Effective - The benefits of using an indicator should exceed the costs associated with tracking it.

10.2 Evaluation Methods

In order to determine if public involvement tools were effective, they must be evaluated and compared to established performance measures. There are two typical methods for evaluating the effectiveness of public involvement tools: surveys and quantitative statistical analysis.

10.2.1 Surveys

Surveys typically consist of short, specific questions regarding public involvement tools that were used on a specific project. Surveys can be conducted in person, by phone, mail or e-mail.

Face-to-face and telephone surveys provide quick responses and can be used when a respondent's answer may lead to a follow-up question. For example, respondents may be asked if advertisements are an effective notification tool. If the response is no, the surveyor can ask the respondent what other tools would be more effective. In person and telephone surveys can target specific groups or can be random samplings.

Mail surveys provide written record of respondents' answers. Mail-back surveys can be distributed at meetings, inserted into other publications, or by mailing directly to potential respondents. Respondents can be a target group, such as members of special interest groups or residents of specific areas, or they can be randomly selected. Return postage for mail surveys typically can be pre-paid or

can be the responsibility of the respondent. Typically respondents are more likely to complete the survey when the postage is pre-paid.

E-mail surveys, like mail surveys, provide a written record of responses. Unlike mail-back surveys, there is little-to-no reproduction or distribution cost to send out the surveys. To use e-mail surveys, it is necessary to have e-mail addresses for the targeted respondents, and random distribution is generally not an option.

The City of Lakeland provided this survey to public workshop participants to gauge their reaction to the workshop.

 **Sample**

**FLORIDA AVENUE / HARDEN BOULEVARD
EAST-WEST CONNECTOR STUDY PUBLIC WORKSHOP
THURSDAY, FEBRUARY 27, 2003
SOUTHWEST MIDDLE SCHOOL**

COMMENT / EVALUATION FORM

1. Was this meeting productive? ____ Yes ____ No

If no, why not?

2. Were all your questions answered? ____ Yes ____ No

If not, what additional questions do you have?

3. Were your issues recorded? ____ Yes ____ No

If not, what additional issues would you like the City to consider?

10.2.2 Statistical Analysis

Statistics can be used to determine effectiveness when implementing any portion of the public involvement plan, either a specific activity or the entire program. For example, the number of persons attending a public meeting can be compared to the number of persons that were notified of the meeting. This type of evaluation is an indicator of whether or not the tools used for public involvement are actually reaching the intended audience, or which tools generate a greater response rate. Statistical analysis is used to evaluate survey responses. The results of the analysis are compared to the pre-determined evaluation measures to determine the rate of success of public involvement tools.



For example, consider these statistics:

- 1,500 people were notified of a public workshop; 225 attended – there was a 15% attendance rate;
- Of the 225 that attended, 142 or 63% indicated the meeting was productive;
- Of the 225 that attended, 201 or 89% indicated that their questions were answered.

The success of the workshop would be determined by the evaluation measures that were determined during the planning of this activity. If 15% attendance is considered unsuccessful, consider the following:

- Were the notification methods used adequate?
- Did the weather prevent people from attending?
- Were there other activities going on in the community that deterred people from attending?

10.3 Staff Debriefings

Consider the following (or similar) questions during in-house debriefings. The staff can provide information on developing new strategies, if needed, to improve public involvement for a project, and in general.

1. *Is a significant portion of the entire project community participating in the public involvement activities?* If there are obvious segments of the community that are not attending the public involvement activities, this may indicate that the timing and/or locations are inappropriate for the audience. Or, the notifications may not be reaching the audience.
2. *Is there continuity among participants?* If people do not participate in the process after one or two activities, there may be a lack of understanding of the process.
3. *Are the adequate and appropriate communications techniques being employed?* If participation is not meeting expectations, the audience may not understand the project information. Or, they may not believe their comments are important or will be considered.
4. *Are the comments received from the community relevant to the project? Are they realistic and appropriate to the project phase?* If the comments are irrelevant to the project, this indicates people do not understand the project scope or what information/input is being sought. The public may have unrealistic expectations about how they can influence the project, their role in the decision-making process, or the type of decisions being made during the current phase of project development.
5. *Are there significant unresolved issues on the project?* If significant opposition to the project remains, the indication is that all relevant issues have not been identified and resolved to the satisfaction of the community. Continued dialogue is needed to develop acceptable solutions.

The Brevard MPO used the following tools to evaluate public involvement activities during a staff debriefing.

 **Sample**

**Brevard MPO
Public Involvement Evaluation Form**

This form should be completed for each public involvement evaluation.

Evaluation of: ☐ Planning Study – please specify _____
☐ Specific Tool(s) – please specify _____
☐ Other – please specify _____

If this is a study evaluation, is this: ☐ mid-study ☐ end of study

List the public involvement tools used during the study:

Description of Study or Tool:

Audience(s) Targeted for Public Involvement:

Type of Evaluation(s) to be conducted: ☐ Qualitative ☐ Survey
☐ Statistical Analysis

Survey, indicate type: ☐ Face-to-Face ☐ Telephone
☐ Written ☐ Mail-back

Targeted Respondents: _____

Statistical Analysis, description:

Date Evaluation Began: _____ Date Completed: _____
Completed By: _____



Sample

Brevard MPO Public Involvement Evaluation

Improvement Strategies Form

Study or Tool:

Date Evaluation Completed:

Improvement Strategies:

Date(s) of Implementation:

10.4 Improvement Strategies

Improvements to the Public Involvement Program should be made to increase public awareness and to improve the quantity and quality of information provided to the public. The decisions made by the Department affect the entire population, both Florida residents and visitors. Seeking public input is vital to the success of transportation planning. Evaluation of outreach efforts identifies what is being done right and where improvements need to be made.

Within one month after the completion of an activity or at pre-determined milestones, evaluation of public involvement should occur. For ongoing activities, a quarterly evaluation is recommended.

Each time a public involvement evaluation is performed, a list of improvement strategies should be identified. If improvement is needed for an ongoing public involvement task, a reasonable completion date should be determined. If improvement is needed for one-time activities, the improvement should be implemented where appropriate on future activities.

10.5 Public Involvement Tools Evaluation

Table 10.1 illustrates various public involvement techniques, criteria for success, performance measures and methods to achieve the public involvement goals. For the purposes of this table, performance measures are not specifically identified because these are usually determined at the planning stage of each public involvement activity. By being aware of the goals of public involvement, and knowledgeable of the project, quantifiable performance measures can be determined.

Public Involvement Tools Evaluation		
TOOL	GOAL	INDICATOR
Project/Plan Logo	Develop a logo for all major project materials.	Recognition of the project.
Fact Sheets	Distribute information facts to prepare people to assist in decision making and project/plan understanding.	Quality and relevance of comments received.
Posters and Flyers	Inform the community of public involvement activity or project/plan information	Minimum of ?% of meeting attendees/survey respondents indicated that they saw a poster/flyer.
Comment Forms	Create a form that will elicit relevant project/plan comments.	?% of meeting attendees filled out a form – OR – ?% of visitors to a Web site submitted a form – OR – ?% of mail recipients return the form.
Project Specific Newsletters	Increase understanding and encourage the public to assist in the decision-making process.	Minimum of ?% of meeting attendees/survey respondents indicated that they received a newsletter – OR – reaches a minimum of ?% of persons that are affected by a project/plan.
Other Newsletters (Cities, Homeowners Associations, etc.)	Increase understanding and encourage the public to assist in the decision-making process.	If no project specific newsletter: minimum of ?% of meeting attendees/survey respondents were reached – OR – reaches a minimum of ?% of persons that are affected by a project/plan. If in addition to project specific newsletter: minimum of ?% of meeting attendees/survey respondents were reached.
Direct Mailings	Provide legal notification to affected community.	Mailed piece received by all intended property owners; none returned.
Ads/Press Releases	Provide legal notification to affected community.	Confirmation that ad or press release was published.
Project Specific Web Sites	Inform the public of upcoming opportunities to participate in decision-making.	Minimum of ?? hits per month. Increase of at least ?% over the life of the project/plan. Expectations may be higher depending on the size of the study area.

Table 10.1 Public Involvement Tools Evaluation

TOOL	GOAL	INDICATOR
TV Message Boards	Inform the public of upcoming opportunities to participate in decision-making.	Minimum of ?% of meeting attendees/survey respondents indicated that they saw the meeting notice.
Surveys	Encourage relevant responses by explaining importance of receiving feedback.	?% of contacted persons participate in the survey – OR – ?% of mail recipients return the survey.
Public Access TV	Inform the public of upcoming opportunities to participate in decision-making.	Minimum of ?% of meeting attendees/survey respondents indicated that they saw the meeting notice.
E-mail Announcements/ Internet Message Boards	Inform the public of upcoming opportunities to participate in decision-making.	Minimum of ?% of meeting attendees/survey respondents indicated that they saw the meeting notice.
Small Group Meetings	Increase understanding; relevant project/plan comments received.	Evaluation form indicating project/plan understanding increased; relevant comments received.
Public Hearings	Meet legal requirements and ascertain that the community understands the project/plan.	Quality and relevance of comments received.
Project Open Houses/ Workshops	Increase understanding; provide avenue to receive comments.	?% - ?% of affected population (based on study area) in attendance; relevant comments received.
Citizen Advisory Committees	Create a representative group of citizens to review project materials	All segments of affected community are represented.

Table 10.1 Public Involvement Tools Evaluation (concluded)

APPENDIX A: TOOLS & TECHNIQUES

The *Public Involvement Techniques for Transportation Decision-Making* handbook published by the US Department of Transportation and the Federal Highway Administration contains an extensive list of public involvement techniques. Table A-1 provides a synopsis of that information. The handbook is available online at www.fhwa.dot.gov/reports/pittd/cover.htm

Technique	Description	Benefit
Citizens Advisory Committee	A representative group of stakeholders that meets regularly to discuss issues of concern	Provides a forum for people to present their ideas; is democratic and representative of opposing points of view
Citizens on Decision & Policy Bodies	Groups organized around civic, environmental, business or community interests that serve as experts in a field	Brings fresh new viewpoints and ideas with a community perspective to the forefront
Collaborative Task Force	A group assigned a specific task with a time limit to reach a conclusion or resolve an issue	Helps extend community input and support; assists in resolving impasses
Elderly, Ethnic, Minority & Low-Income Groups	Traditionally underserved populations that find participation in public involvement difficult	Bridges cultural and economic differences; ensures that all constituents have an opportunity to be heard
Americans with Disabilities	A 1990 law requiring that people with disabilities be involved in the development of services	Provides a forum for the disabled community which represents as much as 14% of the population
Mailing Lists	A collection of names of those affected by or interested in a plan or project	Helps organize public communications; focuses on a targeted group of people; provides flexibility
Public Information Materials	Wide range of products available to promote a transportation project	Provides basic information; easy to update periodically; information presented in graphic, non-technical, non-verbal ways
Key Person Interviews	One-on-one talk with an individual on a specific topic or issue	Transmits information informally; helps identify issues, concerns and desired agendas

Table A-1 Public Involvement Techniques

Technique	Description	Benefit
Briefings	Information meetings with a community group or leader	Provides immediate opportunities for focused communication
Video Techniques	Recorded visual and oral messages	Provides an additional medium for reaching people; ensures a consistent message is conveyed
Telephone Techniques	A unique, two-way communication utilizing a toll-free hotline or telethon	Reaches a broad variety of people in an interactive manner
Media Strategies	Informs stakeholders about a project through newspapers, radio, TV, billboards, posters, etc.	Proactively frames the message to deliver a uniform message
Speakers Bureaus & Public Involvement Volunteers	Groups of specifically trained representatives who speak about a plan or project	Expands the possibility of community participation
Public Meetings/Hearings	Present information to the public and obtain informal input from community residents	Helps elicit community comments; can be tailored to the Department's needs
Open Forum Hearings/Open Houses	An informal setting for people to get information about a plan or project	Provides an informal, friendly environment and an opportunity for interaction with project staff
Conferences, Workshops & Retreats	Special meetings to inform people and solicit input on specific issues, plans or projects	Useful at any phase of a project; allows for a better understanding of the plan or project
Brainstorming	Participants come together in a free-thinking forum to generate ideas	Brings new ideas to bear on a problem; helps reduce conflict
Charrettes	A meeting to resolve a specific problem or issue	Provides solutions to produce visible results
Visioning	Leads to goal statements and can create priorities and performance standards	Offers the widest possible participation; an integrated approach to policy-making
Small Group Techniques	Groups with fewer than 20 people	Allows people to participate freely and actively; more effective than larger groups
On-Line Services	Provides communication through a computer	Enables the Department to post information about a plan or project; encourages the sharing of information

Table A-1 Public Involvement Techniques (continued)

Technique	Description	Benefit
Hotlines	Telephone lines that receive inquiries or comments from the general public	Allows anyone with a telephone to contact the Department
Drop-In Centers	A place for give-and-take exchange of information	Provides easy, convenient access to information
Focus Groups	A tool to gauge public opinion focusing on small group discussion	Explores attitudes in depth and encourages full participation
Public Opinion Surveys	A written questionnaire through interviews in person, by phone or by electronic media	Portrays community perceptions and preferences; can determine if opinions are changing
Facilitation	Guidance of a group in a problem-solving process managed by a facilitator	Brings out all points of view
Negotiation & Mediation	An alternative dispute resolution process utilizing skilled leadership	Takes a problem-solving approach rather than an adversarial one
Transportation Fairs	An event used to generate community interest in a transportation project	Presents information to the public
Games & Contests	Special ways to attract and engage people	Entices people to think of different alternatives; utilizes unique methods to get people's attention
Role Playing	Exercise in which participants play the role of characters in a pre-defined "situation"	Helps people see a problem in an enlightening and interesting manner
Site Visits	Trips taken by community residents and officials to a proposed project area	Shows the physical environment of a plan or project
Non-Traditional Meeting Places & Events	Alternative meeting hall or public building within a local community	Increases attendance
Interactive Television	A person-to-person technique that allows two-way communication	Increases awareness; immediacy of a "live" broadcast
Interactive Video Displays & Kiosks	Similar to automatic teller machines, offering interaction between a person and computer	Attracts people who do not normally attend public meetings
Computer Presentations & Simulations	Electronic displays of information	Provides information in a stimulating, visual way
Teleconferencing	A telephone or video meeting between participants in two or more locations	Reaches large or sparsely-populated areas

Table A-1 Public Involvement Techniques (concluded)

Games




Games assist in public participation to identify community issues and preferences. They can be used during meetings, brainstorming/facilitation events, fairs, citizen advisory committee meetings and expositions.

In an abstract called “Planning Games and Public Participation,” Lisa Beever, PhD, AICP, and Nancy Wagner, AICP, analyzed the use of planning games in public participation events and how they have been successfully utilized.

Games can:

- Increase trust between participants and agency officials;
- Evoke high levels of interest;
- Improve relations among participants with diverse backgrounds;
- Successfully elicit public opinion;
- Enhance communication and cooperation;
- Motivate participants;
- Increase group participation; and
- Reduce conflict.

Types of Games



Pre-testing a game prior to using it at a public outreach activity is very important. Equally important is understanding public meeting objectives and choosing a game to meet those needs.

Strings and Ribbons (designed by Dr. Lisa Beever)

This game is used in transportation planning to teach citizens about funding flexibility, constraints, priorities and community consensus.

The materials needed for this game include:

- A length of ribbon representing one year of funding for roads (based on a map scale);
- A length of string representing one year funding for sidewalks (based on a map scale);
- Several paper cutouts of buses;
- Several paper cutouts of other means of transportation;
- Extra paper and markers to create other transportation projects;
- Strips of green paper that represent landscaping, traffic signals and highway interchanges;
- A list of generalized costs for various types of transportation projects; and
- Several pairs of scissors, glue and paper towels.

In a sit-down setting, at least three participants are needed to play the game. Up to five or six groups can play if facilitators are available. Tables are arranged to accommodate five to six people. The game will flow more smoothly if a facilitator is at each table.

Each table has a map, two or three pairs of scissors and one or two bottles of glue. The map is set up on a display board.

Three scenarios are explained to each of the participants: allocations, funding flexibility and cost feasible mapping. Under “allocations,” each participant receives a funding allocation and planned expenditures for a jurisdiction.

Under “funding flexibility,” each participant is given the opportunity to trade their strings and ribbons for other transportation improvements. Individuals are given a length of ribbon that represents road funding for one year. They can use this ribbon to expand an existing road, build a new road, or trade it for an equal dollar amount

of buses (including operating expenses), sidewalks, bikeways, trails, interchanges, traffic signals or landscaping.

Once the participants have explored their alternatives, they can begin to place their improvements on the cost feasible map.

Project Selection Survey (designed by Dr. Lisa Beever)

This simulated game/survey was created to allow each respondent to create his or her own cost feasible plan. The surveys have been refined to simulate 20-year needs assessments and a selected project funding mechanism. They have been used to assist agencies in developing policies and project selection criteria.

The survey contains demographic information, space to add projects to the needs list and a return address/stamp area on one side. The other side of the survey contains the statement “You have \$200 million dollars to spend in the next 20 years. What projects would you undertake with that money?”

Projects from the needs list are grouped by category: maintenance, hurricane evacuation, sidewalks/bikeways, transit, congestion management, bridges and new or expanded roads.

Each individual project is listed with its cost (in millions). If a participant wants to fund only new roads, they would simply circle the subtotal amount. Participants are given the opportunity to indicate which project(s) is most important to them and how much they are willing to allocate towards each.

Color Dots Survey (designed by Louise Powell Fragala)

This survey was developed to assist agencies in ranking citizens' priorities. It provides for individual input while encouraging group decision-making.

Materials needed for this game include:

- Flip chart;
- Markers;
- Sheets of paper; and
- Various colored ½-inch dots.

This game is a three-step process. First, each person writes various community issues to be addressed on a sheet of paper.

These issues are then recorded on a flip chart. As each is written, the group discusses and further defines the issues.

Each participant is then given a series of colored dots. Each color is assigned a value (i.e., green = high priority, blue = medium priority, yellow = low priority). Participants are asked to rank the identified issues by placing a colored dot beside each according to how important they consider each one. If there is a lot of interest and support for a project, you will see many dots of the same color.

Idea Bowl (designed by Sivasailam Thiagarajan)

This game was developed for the Charlotte County Dial-a-Ride Public Transit Service. It was used to facilitate focus group meetings and determine customer preferences. The game encourages group participation, ownership of ideas and the ability to quickly consolidate highly ranked ideas.

The materials needed for this game include:

- Name tags;
- Questions;
- Set of 3x5 cards (5 per participant for each question);
- Black markers, colored pencils, colored markers, crayons, pencils;
- Rubber bands; and
- Several sheets of 8 ½ x 11 paper.

Questions should be developed for the participants (i.e., What services are most important to you? What bus design features are important? Can you identify a logo and name for the bus system? What colors

appeal to you for advertisements, pictures, mascot?). Suggestion cards are prepared and distributed to the participants prior to the workshop.

The focus groups are divided into small groups of four to eight participants. Each group has a facilitator. Prior to starting the game, a PowerPoint presentation describing bus service and other related programs is shown to the participants. Participants are then given a pencil and five 3x5 cards. The facilitator directs each participant to write down his or her ideas to answer the questions. Once they are written, the facilitator collects the cards for that particular question.

The facilitator then collects the suggestion cards, shuffles them with the idea cards and deals three cards to each player. Remaining suggestion cards should lay face up on the table in full view of the participants. The participants then have the opportunity to exchange cards for better ideas on the table. Participants can also pick up cards that are discarded by others.

The goal is to obtain the best three ideas in their hand. When all the participants are satisfied, the facilitator removes the remaining cards. The participants choose the best three cards as a group for each question. After selection, results are summarized and technical staff explains how the results can be used to plan and implement the projects proposed.

Wheel of Needs (designed by Rocco DeGiorgio, Charlotte County – Punta Gorda MPO Citizen Advisory Committee Chairman)

This game was developed to encourage citizens to become interested in transportation, specifically the Long Range Transportation Plan (LRTP).

A wheel is created, similar to a carnival wheel of chance, containing colored wedges that are lined with velcro strips. The wedges represent LRTP transportation projects. If there is not enough room to fit all the transportation projects on the wedges, sheets of paper can be laid out in front of the wheel.

If the indicator lands on the individual's project, they win a prize (i.e., gift certificates, etc.). If the indicator lands on a project not chosen by the individual, they still walk away with a prize (i.e., key chain, pencil or magnet).

As the need to identify effects of plans/projects on the human and natural environment arises in planning, more creative means to involve people must be found.

Games are fun, educational and keep people interested in the transportation decision-making process.

APPENDIX B: GLOSSARY

~A~

Access/Accessibility - The opportunity to reach a given end use within a certain time frame, or without being impeded by physical, social or economic barriers. Enhancing mobility is one way of improving access.

Americans with Disabilities Act of 1990 (ADA) - Federal law that requires public facilities, including transportation services, to be fully accessible for persons with disabilities. ADA also requires the provision of complementary or supplemental paratransit services in areas where fixed route transit service is operated. Expands definition of eligibility for accessible services to persons with mental disabilities, temporary disabilities, and the conditions related to substance abuse. The Act is an augmentation to, but does not supersede, Section 504 of the Rehabilitation Act of 1973 which prohibits discrimination on the basis of disability against otherwise qualified individuals in programs receiving federal assistance.

~C~

Categorical Exclusion (CE) - A technical exclusion for projects that do not result in significant environmental impacts. Such projects are not required to prepare environmental reviews.

Center for Urban Transportation Research (CUTR) - A legislatively created research center, located at the University of South Florida, whose purpose is to conduct and facilitate research and serve as an information exchange on issues related to urban transportation problems in Florida. www.cutr.usf.edu

Central Environmental Management Office (CEMO) – Represents FDOT in protecting and enhancing a sustainable human and natural environment while developing safe, cost effective and efficient transportation systems.

Citizen Advisory Committee (CAC) - Advisory committee utilized by Metropolitan Planning Organizations (MPOs) for citizen input into the transportation planning process.

Code of Federal Regulations (CFR) - Compilation of the rules of the executive department and agencies of the federal government.

Community - Behavior patterns which individuals or groups of individuals hold in common, usually expressed through daily social interaction, the use of local facilities, participation in local organizations, and involvement in activities that satisfy the population's economic and social needs.

Community Characteristics Inventory - The history of a community with present and future conditions of an area. Includes physical characteristics of an area, narrative text that describes the community, tables or graphics that summarize data.

Community Liaison Coordinator - The FDOT district person responsible for implementing effective public involvement to identify potential sociocultural effects for transportation projects; responsible for public involvement and assessment of sociocultural effects in the non-MPO areas of the state.

Contact Network – A database of residents and key community leaders who provide feedback to and from broad-based community organizations.

~E~

Efficient Transportation Decision Making (ETDM) - Creates a linkage between land use, transportation and environmental resource planning initiatives through early, interactive agency and public involvement.

ETDM Coordinator - Each district and MPO designates an ETDM Coordinator who is responsible for full implementation of Florida's ETDM process, overall interagency and public involvement coordination, and ensuring compliance with operating agreements between FDOT and agencies.

Environmental Assessment (EA) – An interim decision document prepared for an action where the significance of social, economic, or environmental impact is not clearly established. If the action is determined to have significant impact, an Environmental Impact Statement is then prepared. If no significant impact is determined, a finding of no significant impact is prepared.

Environmental Impact Statement (EIS) - Report which details any adverse economic, social, and environmental effects of a proposed transportation project for which federal funding is being sought. Adverse effects could include air, water, or noise pollution; destruction or disruption of natural resources; adverse employment effects; injurious displacement of people or businesses; or disruption of desirable community or regional growth.

Environmental Screening Tool (EST) - The Internet-based GIS application used by ETAT members to examine potential effects to social, cultural and natural resources.

Environmental Technical Advisory Team (ETAT) - Established with each participating agency appointing a transportation representative with responsibility to coordinate transportation reviews within their respective agency in the ETDM process.

~F~

Federal Highway Administration (FHWA) - Division of the U.S. Department of Transportation that funds highway planning and programs.

Federal Transit Administration (FTA) - Division of the U.S. Department of Transportation that funds transit planning and programs.

Federal Register (FR) - The federal publication where proposed rules, workshops, hearings and adopted rules are advertised for public notice.

Final Environmental Impact Statement (FEIS) – A document, required under the National Environmental Policy Act, prepared for

an action that is likely to have significant impact. This document summarizes the major environmental impacts, outlines issues, examines reasonable alternatives, and arrives at a record of decision, identifying the selected alternative for the project.

Finding of No Significant Impact (FONSI) - A statement indicating that a project was found to have no significant impacts on the quality of the human environment and for which an environmental impact statement will therefore not be prepared.

Florida Administrative Weekly - The publication in Florida where proposed rules, workshops, hearings and final rules are advertised for public notice.

Florida Department of Transportation (FDOT) - State agency responsible for transportation issues and planning in Florida.

Florida Geographical Data Library (FGDL) – Housed at the GeoPlan Center at the University of Florida, contains GIS data from federal, state and local agencies.

Florida Intrastate Highway System (FIHS) - A statewide network of limited and controlled access highways whose primary function is for high speed and high volume traffic movements; built and maintained by FDOT.

Florida Statutes (FS) – The documents in which Florida's laws are found.

Florida Transportation Plan (FTP) - A statewide, comprehensive transportation plan which establishes long-range goals to be accomplished over a 20-25 year time frame; developed by Florida Department of Transportation (FDOT); updated on an annual basis.

~G~

Geographic Information System (GIS) - A computer system capable of capturing, storing, analyzing, and displaying geographically referenced information; data identified according to location.

~|~

Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) - Legislative initiative by the U.S. Congress that restructured funding for transportation programs. ISTEA authorized increased levels of highway and transportation funding and an enlarged role for regional planning commissions and MPOs in funding decisions. The Act also requires comprehensive regional long-range transportation plans extending to the year 2015 and places an increased emphasis on public participation and transportation alternatives.

~L~

Land Use - Refers to the manner in which portions of land or the structures on them are used, i.e., commercial, residential, retail, industrial, etc.

Local Government Comprehensive Plan (LGCP) - An adopted plan of a municipality or county which describes its future development and growth; required by 9J-5.021, F.A.C. and Chapter 163.3177 and 163.3178 of the Florida Statutes (F.S.)

Long Range - In transportation planning, refers to a time span of more than five years. The Transportation Improvement Program (TIP) is typically regarded as a short-range program.

Long Range Plan (LRP) - 20-year forecast plan required of state planning agencies and MPOs; must consider a wide range of social, environmental, energy and economic factors in determining overall regional goals and consider how transportation can best meet these goals.

Long Range Transportation Plan (LRTP) - A document resulting from a regional or statewide process of collaboration and consensus on a region or state's transportation system. This document serves as the defining vision for the region or state's transportation systems and services. In metropolitan areas, the plan indicates all of the transportation improvement scheduled for funding over the next 20 years.

~M~

Metropolitan Planning Organization (MPO) - The organizational entity designated by law with lead responsibility for developing transportation plans and programs for urbanized areas of 50,000 or more in population. MPOs are established by agreement of the Governor and units of general purpose local government which together represent 75 percent of the affected population within an urbanized area.

Metropolitan Planning Organization Advisory Council (MPOAC) - An advisory council (consisting of one member from each MPO) that serves as the principal forum for collective policy discussion in urban areas; created by law to assist the MPOs in carrying out the urbanized area transportation planning process.

Mobility - The ability to move or be moved from place to place.

Mode, Intermodal, Multimodal - Form of transportation, such as automobile, transit, bicycle and walking. Intermodal refers to the connections between modes and multimodal refers to the availability of transportation options within a system or corridor.

~N~

National Environmental Policy Act (NEPA) - Federal law passed in 1969 which requires an analysis of environmental impacts of federal actions (including the funding of projects).

National Historic Preservation Act (NHPA) - Law requiring federal agencies to consider the potential effect of a project on a property that is registered on or eligible for the National Register of Historic Places. If effects are identified, federal and state agencies and the public must identify means to mitigate the harm.

Notice of Intent - Document prepared to inform the general public of the scope of a proposed action or project.



Outreach - Efforts to offer everyone in a community the opportunity to participate in transportation planning.



Parent Teacher Organization/Association (PTO/PTA) - A not-for-profit association of parents, educators, students, and other citizens active in their schools and communities.

Pedestrian Walkway - A secured path for walking.

Project Development (PD) – The phase a proposed project undergoes once it has been through the planning process. The project development phase is a more detailed analysis of a proposed project’s social, economic, and environmental impacts and various project alternatives. What comes from the project development phase is a decision reached through negotiation among all affected parties, including the public. After a proposal has successfully passed the project development phase, it may move to preliminary engineering, design, and construction.

Project Development and Environment Study (PD&E) – FDOT’s name for a corridor study to establish conceptual design for a roadway and to determine its compliance with federal and state environmental laws and regulations.

Public Comment - Once a public involvement program is underway, extensive information begins to accumulate about the views of the public and interest groups in the form of public comment.

Public Information Officer (PIO) - The individual in an agency or district responsible for disseminating information and responding to inquiries from the media.

Public Involvement - The process by which public concerns, needs, and values are solicited and incorporated into decision-making.

Public Involvement Coordinator - The individual within the District that coordinates public involvement activities.

Public Involvement Plan (PIP) - A written plan of public involvement strategies and activities for a specific transportation plan or project. The PIP provides a systematic approach to how the results and outcomes of public involvement activities are integrated into the decision-making process.

Public Participation - The active and meaningful involvement of the public in the development of transportation plans and improvement programs. The Intermodal Surface Transportation Efficiency Act (ISTEA) and subsequent regulations require that state departments of transportation and MPOs proactively seek the involvement of all interested parties, including those traditionally underserved by the current transportation system.

Public Service Announcement (PSA) - An announcement (including network) which promotes services, programs, or activities that serve community interests.

~R~

Regional Planning Council (RPC) - A multipurpose organization composed of representatives of local governments and appointed representatives from the geographic area covered by the council, and designated as the primary organization to address problems and plan solutions that are of greater than local concern or scope; currently 11 regional planning councils exist in Florida.

~S~

Sociocultural Effects (SCE) – The effects a transportation action has on social, economic, aesthetic and livability, relocation and displacement, civil rights and land use issues.

Stakeholder – A person, community or organization that has an interest in or may be affected by a transportation decision.

State Transportation Improvement Program (STIP) - A staged, multiyear, statewide, intermodal program that is consistent with the state and metropolitan transportation plans and identifies the priority transportation projects to be undertaken over the next three years. The STIP is developed by the Florida Department of Transportation

(FDOT) and incorporates the MPOs' TIPs. The STIP must be approved by the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) at least every two years.

~T~

Technical Advisory Committee (TAC) - A standing committee of most metropolitan planning organizations (MPOs). The function of a TAC is to provide advice on plans or actions of the MPO from planners, engineers and other staff members (not general citizens). Also known as Transportation Technical Committee (TTC).

Transportation Design for Livable Communities (TDLC) - A more flexible approach to planning and designing highway projects. Once community values have been identified through public involvement and sociocultural effects evaluation, TDLC provides a way to address or preserve some of those values. The Department's policy is to consider the incorporation of TDLC when such features are desired, appropriate and feasible. TDLC strategies include landscaping, roadside amenities, pedestrian and bicycle facilities, lighting approaches, interchange designs, and various traffic calming practices.

Transportation Equity Act for the 21st Century (TEA-21) - A law enacted in 1998; authorized Federal funding for highway, transit and other surface transportation programs.

Transportation Improvement Program (TIP) - A financially-constrained list of prioritized transportation projects developed by a metropolitan planning organization. The TIP covers a period of at least three years but may cover a longer period for informational purposes. The TIP must include documentation of federal and state funding sources for each project and be consistent with the Long Range Plan and adopted local comprehensive plans.

Transportation Research Board (TRB) - A unit of the National Research Council whose purpose is to advance knowledge about transportation systems; publishes the Highway Capacity Manual.

APPENDIX C: RESOURCES

Books/Articles

Adler, S. & G. F. Blake. "The Effects of a Formal Citizen Participation Program on Involvement in the Planning Process: A Case Study of Portland, Oregon." *State and Local Government Review*. 1990. pp. 37-43.

This article explores the formal program of citizen participation in planning in Portland, Oregon and discusses the implementation of several of the most important recommendations made by advocates of more effective participation. The analysis covers the extent to which participation is equitably distributed across the city and whether shifts in the level of mayoral support affect participation.

The Agency/Public, Cooperation Manual: Good Relations=Great Results. Baltimore, MD: Project Management Publications. 1993.

Albo, Gregory, David Langille, & Leo Panitch. eds. *A Different Kind of State?: Popular Power and Democratic Administration*. Toronto: Oxford University Press. 1993.

Bacot, H., A. S. McCabe, M. R. Fitzgerald, T. Bowen & D. H. Folz. "Practicing the Politics of Inclusion: Citizen Surveys and the Design of Solid Waste Recycling Programs." *American Review of Public Administration*. N. I. V. 23. 1993. pp. 29-41.

This study presents a framework for applying and interpreting citizen surveys to formulate community recycling programs. This program depends on strong and sustained public support and the authors find that knowing citizen opinions and attitudes can help public managers maximize citizen participation. The analysis of the study supports the value of conducting citizen opinion surveys as useful management tools for learning about and sustaining citizen participation in a community program.

Banfield, Edward C. *Here the People Rule: Selected Essays*. New York: Plenum Press. 1985.

A book of essays that examine the fundamental purposes and uses of public involvement in government.

Brown, Peter G. *Restoring the Public Trust: A Fresh Vision for Progressive Government in America*. Boston, MA: Beacon Press. 1994.

This book addresses the growing mistrust of government by the American people, attributing this phenomenon to an over-reliance on the free market approach in politics to keep everyone honest. The first part of the book examines the current state of affairs, while the second part focuses on ways to restore the public trust and what can be achieved once this trust is reestablished.

Burke, E. M. "Citizen Participation Strategies." *Journal of the American Institute of Planners*. V. 34. 1969. pp. 287-294.

In an analysis of the general goal of citizen participation, the author finds conflicts between participatory democracy and professional expertise. The problems of planners and other urban professionals in encouraging citizen participation in community decision-making is discussed as well as strategies of participation that are specifically designed to fit the role and resources of an organization's participation. Five strategies are identified as: education-therapy, behavioral change, staff supplement, cooperation and community power.

Carpenter, Susan L. & W. J. D. Kennedy. *Managing Public Disputes: A Practical Guide to Handling Conflict and Reaching Agreements*. San Francisco, CA: Jossey-Bass. 1988.

This is a practical guide to resolving public disputes, including how to analyze a conflict, design a process using any of several different levels of public involvement, and conduct that process. The target audience is officials in government agencies whose jobs include making difficult decisions on controversial issues, but the book is equally helpful for participants and third parties in public dispute resolution activities.

Cheney, K. A., N. Klinger & P. Blood. *A Manual for Effective Public Workshops and Consensus Building*. 1994. pp. 1-24.

The manual addresses the value of public workshops and facilitators, how to prepare for the workshop, the workshop format, and a basic framework for consensus building at the workshop.

Chess, Caron & Kristen Purcell. *Evaluating Public Participation Efforts: Methodological Issues*. New Brunswick, NJ: Rutgers University Center for Environmental Communication. 1997.

A review of methods used to evaluate public participation programs, including suggestions for evaluation of environmental public participation efforts.

Cogan, E. *Successful Public Meetings, A Practical Guide for Managers in Government*. San Francisco, CA: Jossey-Bass Publishers. 1992. pp. 1-135.

This book gives the manager or executive all the things needed to hold successful public meetings. Chapter one covers leadership as a prime ingredient of success at the meeting. Chapter two covers the types of public meetings and makes the point that no single meeting can serve all purposes. Chapters three and four explain the technical details involved in holding a meeting, such as how to notify the public and how to create a compatible environment within the meeting. Bibliography, exhibits, references, index, check lists.

Cohen, Nevin. "Technical assistance for citizen participation: A case study of New York City's environmental planning process." *The American Review of Public Administration*. N. 2. V. 25. 1995. pp.119-135.

Explores the impact of technical assistance grants on citizen participation.

Cohn, L. F. & R. A. Harris. "Improving Public Response to Sensitive Transportation Projects." *Journal of Transportation Engineering*. N. 4. V. 114. 1988. pp. 465-475.

The author feels that among the most difficult challenges faced by transportation agencies in the last 25 years are related to informing the public and keeping opposition to proposed projects to a minimum. The paper discusses methods used by several agencies around the country, those that produced positive results and those that didn't. It also identifies principles and makes recommendations for improving agencies' responsibility in meeting the public involvement process. A brief history of the citizen involvement process in New York State as well as a summary of public involvement techniques is included.

References.

Craig, Stephen C. (editor). *Broken Contract?: Changing Relationships Between Americans and Their Government*. Boulder, CO: Westview Press. 1996.

Creighton, James L. *The Public Involvement Manual*. Cambridge, MA. ABT Books. 1981.

A practical guide to designing and conducting public involvement programs as part of agency or corporate decision-making.

Crowfoot, James E. & Julia Wondolleck. *Environmental Disputes: Community Involvement in Conflict Resolution*. San Francisco, CA: Island Press. 1991.

This is a guide to negotiation and mediation of environmental disputes, written for the target audience of environmental and community activists, but also valuable for other stakeholders. Rather than simply advocating negotiation, it helps readers identify costs and benefits and decide whether negotiation makes sense for different situations. The bulk of the book is in-depth case studies.

Daneke, Gregory A., Margot W. Garcia & Jerome Deli Priscoli. eds. *Public Involvement and Social Impact Assessment*. Boulder, CO: Westview Press. 1983.

A collection of papers presented at the Research Conference on Public Involvement and Social Impact Assessment, by the very best in the field.

Deister, A. D., & C. A. Tice. "Making the Public a Partner in Project Development." *Journal American Water Works Association*. 1993. pp. 62-66.

The Joint Venture partnership of the Las Virgenes Municipal Water District and the Triunfo Sanitation District developed a 12-step public involvement program to help the agency gain acceptance for a new reservoir to store reclaimed water. Close partnership with a citizens advisory committee helped the agency involve its public in design and implementation of this project. This experience showed that the success of the public participation model depends on a sincere commitment on the part of the water agency and a complete acceptance that public participation cannot be turned off when the heat gets turned on. Illustrations, figures.

De Sario, Jack & Stuart Langton. eds. *Citizen Participation in Public Decision Making*. Westport, CT: Greenwood Press. 1987.

Evaluates the adequacy and contributions of current public involvement decision-making bodies and provides recommendations on how to optimize the contributions of experts and citizens.

Doyle, Michael, & David Straus. *How to Make Meetings Work*. Chicago, IL: Playboy Press. 1976.

This is a simple, practical guide to running meetings, facilitation and public recording. The underlying thrust is that the role of the substantive leader or manager should be separate from that of the process manager, or facilitator. It's an easy, fast read.

Drummond, M. *Fearless and Flawless Public Speaking: With Power, Polish, and Pizazz*. San Diego, CA: Pfeiffer and Company. 1993. pp. 1-89.

The first section of this book covers essential communication skills involving managing fears, using vocal qualities, eye contact, body language, and listening skills. The second and third sections focus on preparing and presenting ideas to a group. The fourth section provides ideas and techniques for continuous improvement of the communication process. The author feels these skills can be of benefit in both personal and professional interactions. Within the book, tips, techniques, and exercises are provided to improve one's communication skills and performance. Index, resources, illustrations, diagrams, sample work sheets.

Eberly, Don E. (editor). *Building a Community of Citizens: Civil Society in the 21st Century*. Lanham, MD: University Press of Anietica Commonwealth Foundation. 1994.

Through 23 essays, this book discusses the role that the public plays in the reestablishment of faith in government and moving together to address the growing apathy in all things political.

Fisher, Roger, & William Ury. *Getting to Yes*. Boston, MA: Houghton Mifflin Publishing Company. 1981.

This has become known as the primer on "principled" or "interest-based" negotiation. It is a short, easy read and very practical. Although the book fails to credit authors whose ideas it incorporates and avoids some areas such as power imbalances, it is a must-read for negotiators who want a positive working relationship with other negotiators as well as favorable outcomes for themselves and their own constituencies.

Fletcher, K., R. C. Hoffman & P. M. Lafen. *Community-Based Planning Under ISTE: A Handbook for Citizens and Agencies*. Bicycle Federation of America. 1993. pp. 1-64.

The purpose of this handbook is to discuss the principles, techniques, and variations of community-based planning and how to use this type of planning in the context of ISTE. The authors provide the names, addresses, phone and fax numbers in an effort to solicit feedback from the users of this handbook. The Table of Contents include: An overview and implications of ISTE,

community-based planning and its role in ISTEA, how to build a transportation coalition, community-based planning techniques and strategies and advice to agency planners. Included in Appendix C is a copy of an STPP Public Participation Paper entitled, "A Fair Say: Public Participation in Transportation Decisions," from the Surface Transportation Policy Project Resource Guide, May 1992. Appendix, bibliography, tables, figures, inserts.

Frankena, Frederick. *Citizen Participation in Transportation Decision Making: A Bibliography*. Monticello, IL: Vance Bibliographies. 1987.
Bibliography.

Garnett, James L. *Communicating for Results in Government: A Strategic Approach for Public Manager*. San Francisco, CA: Jossey-Bass. 1992.

A communication guide for government managers, both on intra-organizational and public involvement levels. Quite grounded in data from behavioral and social sciences, communication theory, organizational development and management; takes a comprehensive strategic approach, and emphasizes audiences and receiving skills as opposed to sending skills.

Godschalk, D. R. et. al. *Pulling Together, A Planning and Development Consensus Building Manual*. Washington, DC: Program for Community Problem Solving. 1994.

Hartgen, D. T. & K. C. Driggers. *Getting to Yes in Environmental Protection*. Center for Interdisciplinary Transportation Studies. 1992. pp. 1-14.

This paper summarizes a process for negotiated solution-building used to diffuse environmental concerns about major road proposals in South Carolina. Using a neutral intermediary to act as a go-between, the State Highway Department and citizens were able to cooperatively develop solutions that achieve both mobility needs and protect the environment. The method is now underway on two environmentally sensitive highway projects, both of which involve wetlands impacts, economic impacts and highway widening.

Hathaway, J. & L. Wormser. "Working with New Partners: Transportation Decisions with the Public." *Transportation Research Record 1400*. N. 1400. 1993. pp. 36-40.

The authors believe that public participation is essential to ensuring that transportation systems serve community goals. Their paper discusses innovative uses of a broad array of public relations and communications strategies that can help in building public understanding and support for transportation projects. The use of polls, opinion surveys, focus groups, alternative dispute resolution, and media campaigns is discussed as a means of supplementing more traditional public hearings, workshops, advisory committees and task forces. References.

Hoover, J. *Post-ISTEA Public Involvement*. Transportation Research Board. 1993. pp. 1-10.

This paper examines the progress to date (1/93) based on a survey of all 50 states and of over 100 Metropolitan Planning Organizations (MPOs). The author found some good examples of participatory planning, yet also found that many states and MPOs, "...seemed to be responding to the ISTEA requirements in a fairly perfunctory Manner." (pp. 1) The paper summarizes the recent history of public involvement, provides communication information about successful participation, documents the current state-of-practice and identifies courses of action for public involvement advocates. Table of survey results.

Howell, Robert E. *Who Will Decide?: The Role Of Citizen Participation in Controversial Natural Resource and Energy Decisions*. Monticello, IL: Vance Bibliographies. 1981.

Jaffray, B. *Public Involvement in Environmental Decision-Making: An Annotated Bibliography*. Chicago, IL: CPL Bibliographies. 1981.

Jakubiak, S., R. R. Mudge & Robert Hurd. *Using Market Research to Improve Management of Transportation Systems*. Transportation Research Board. National Research Council. 1990. pp. 1-74.

This report describes a broad range of market research techniques and their application to the formulation of public policy and the planning, administration and operation of transportation programs. Arranged in a handbook format, it first defines the techniques for data collection and analysis, and suggests appropriate uses for the information collected. The Staff of the Transportation Research Board feels that top managers and program level officers will find the report to be a useful tool in devising ways to elicit public opinion and will be better equipped to accommodate and inform the transportation customer. They also feel that national transportation-oriented organizations will find the report to be directly applicable to the development and evaluation of their efforts. Areas of interest include: administration, planning, forecasting, finance, socioeconomics, user needs, highway transportation, public transit, rail and air transportation. Research was sponsored by the American Association of State Highway and Transportation Officials in cooperation with the Federal Highway Administration, Graphs, figures, tables, charts, appendix, glossary.

Kaase, Max. *Beliefs in Government*. Oxford, New York: Oxford University Press. 1995.

Kaufmann, E. "Developing Consensus on Thorny Transportation Projects." *The Region—Metropolitan Washington Council of Governments*. N. 3. V. 30. 1990. pp. 15-18.

The author writes about process as the key and the six steps to success: a broad representative organization involving all interested parties from the start; an interactive process where all concerns and interests are addressed; a broad, credible technical approach embracing interest group participation; a spectrum of alternatives; evaluation criteria/values; and leadership. He also writes about the importance of communication, computer imaging, and the imperative for good design. Frustration, delays, and notable exceptions to these problems are discussed and resolved through extensive technical analysis and public consultation. Examples of success stories are discussed.

Khisty, C. J. "Citizen Participation Using a Soft Systems Perspective." *Transportation Research Record 1400*. 1993. pp. 53-57.

The author feels that rational intervention in human activity systems such as transportation planning can be achieved through effective citizen participation. The author discusses a soft systems methodology formulated by researchers at the University of Lancaster, United Kingdom, how it can be used in citizens' participation as applied to transportation planning, and how this methodology has proved to be effective and easy to use.

King, C. S., K. M. Feltey & B. O. Susel. "The Question of Participation: Toward Authentic Public Participation in Public Administration." *Public Administration Review*. N. 4. V. 58. July-August 1998. pp. 317-326.

Lewis, Tom. *Divided Highways: Building the Interstate Highways, Transforming American Life*. Viking Press. 1999.

This book tells the story of the building of the Interstate Highway System. This is the history behind the highway system, told through the accounts of people who envisioned, planned, built, and opposed it.

Marcus, George E. & Russell L. Hanson. eds. *Reconsidering the Democratic Public*. University Park, PA: Pennsylvania State University Press. 1993.

The printed results of a symposium held to bring political scientists who do empirical research and those who do philosophical research together to discuss and debate the state of democracy.

Marty, Martin E. *The One and the Many: America's Struggle for the Common Good*. Cambridge, A: Harvard University Press. 1997.

Mathews, Forrest David. *Politics for People: Finding a Responsible Public Voice*. Urbana, IL: University of Illinois Press. 1994.

Mead, Lawrence M. *Beyond Entitlement: The Social Obligations of Citizenship*. New York: Free Press. 1986.

This book explores the interdependent quality of government and public participation, specifically in the welfare reform process. An interesting study of how to craft opposing views within the government and the citizenry to create policy changes.

Meetings, Bloody Meetings. John Cleese. Video Arts Inc. 1976.

John Cleese portrays an inefficient chairperson who, in his dreams, is up before a court for negligent conduct of meetings. He is pronounced guilty on five counts: failure to prepare, inform others, plan the agenda, control the discussion and record decisions. The judge demonstrates the parallel skills needed to conduct a court case and those needed to run a successful meeting. This video provides information on how to shorten meetings and how to make them more effective. The CD offers on-screen questions allowing for the viewers to check their answers against the program content.

Miller, Jon D. *The American People and Science Policy: The Role of Public Attitudes in the Policy Process*. New York: Pergamon Press. 1983.

National Research Council. Transportation Research Board. *Transportation Planning, Management Systems, Public Participation and Land Use Modeling*. Washington, DC: National Academy Press. 1995.

Norrander, Barbara & Clyde Wilcox. eds. *Understanding Public Opinion*. Washington, DC: CQ Press. 1997.

A collection of essays that highlight the various approaches to Public Opinion. Essay titles include the following: The Diverse Paths to Understanding Public Opinion: Gender and Public Opinion; Race, Class, and Black-White Differences in Social Policy Views; Religion and Public Opinion in the 1990s: an Empirical Overview; Media as Opinion Resources: Are the 1990s a New Ball Game?; Ideology in the 1990s; Partisanship and Issues in the 1990s; Public Opinion and Economic Policy in 1992; Public Opinion and Political Participation; Disconnected Politics: Public Opinion and Presidents; Public Opinion and Congressional Power; Public Opinion and the Supreme Court: the Insulated Court?

Nyc, Jr., Joseph S, Philip D. Zelikow, David C. King. eds.
Why People Don't Trust Government. Cambridge, MA: Harvard University Press. 1997.

A collection of essays written by Harvard scholars. This book examines the roots of mistrust. It looks at government's current scope, actual performance, and citizens' perception of its performance. It then evaluates possible explanations for the decline of trust.

Obermeyer, Nancy J. *Bureaucrats, Clients, and Geography: The Bailly Nuclear Power Plant Battle in Northern Indiana*. Chicago, IL: University of Chicago. 1989.

This is a research paper from the University of Chicago that takes a case study approach to examining conflict that arises over siting and land use issues in the public arena. The study pays special attention to the bureaucracy's relationship with its client group and how this relationship plays a role in the decision-making process.

Parkin, James. *Judging Plans and Projects: Analysis and Public Participation in the Evaluation Process*. Aldershot, England: 1993.

Parsons Brinckerhoff-FG I. *Long Range Statewide Intermodal Transportation Plan for Pennsylvania*. Commonwealth of Pennsylvania Department of Transportation. 1994. pp. 1-19.

This interim report provides a range of public involvement activities conducted over a 12-month period and serves as a basis for discussion of public involvement objectives and activities.

Pflugh, K. K., & S. Shannon. *Alternatives to Public Hearings that Meet Regulatory Requirements: A Workbook for an Improved Procedure*. Trenton, NJ. New Jersey Department of Environmental Protection, Division of Science and Research, Risk Communication Unit and Office of Public Participation. 1991.

Through their research, the authors found that public hearings are not the most effective means in which to establish dialogue with citizens, to present scientific data, to learn about citizens' concerns. They address the problems and misunderstandings of the hearing process as a forum for receiving testimony and an opportunity to have questions answered. Further polarization of the issues include politics, inaccessibility in time and place of the hearing, lack of dialogue and exchange of information, and a misinterpretation of data that is never explained. "In short, a public hearing is not a constructive format to communicate with the public" (p. 1). The workbook outlines a procedure that can be used by hearing officers to improve public hearings and suggests innovative and creative meeting formats. Some of the formats suggested include: focus groups, coffee klatches, conferences, interactive public hearings, open house/information exchanges, availability/drop in sessions, briefings, panels, nominal group processes and interactive briefings.

Potapchuk, W. R. "New Approaches to Citizen Participation: Building Consent." *National Civic Review*. N. 2. V.80. 1991. pp. 158-168.

The author feels that even the most broadly based public processes cannot guarantee resolution of a community issue. However, he feels effective citizen participation can help create a culture for conducting public business in a democratic and effective fashion. Topics covered include: adversarial pro-forma citizen participation, crisis behavior, a hardening of positions, paranoid behavior and escalating responses. Other topics include: local government leaders, power sharing, constructive community decision-making and trust.

Rafter, D. "The Light Rail Transit Planning Process: Case Materials." *Journal of Planning, Education and Research*. N. 3. V. 10. 1991. pp. 223-232.

This case study describes the Comprehensive Light Rail Transit System Plan that Hennepin County, Minnesota adopted in 1988. It covers the organizational decision-making, politics, technical analysis, and citizen involvement associated with producing the plan. A critique of the light rail transit planning process follows the case materials.

Reeves, C. *Managing Meetings*. Altamont, NY: DeLoayza Associates. 1988.

This book provides the reader with tools for managing meetings more effectively. Topics covered include: Types of meetings, agendas, meeting facilitation skills, roles people play, minority politics, the drama of meetings, and a meeting assessment/meeting checklist. The author feels one should not lose sight of the fact that people attach meaning to tasks and that may be just as important as the tasks themselves. "People's perception of the events is critical to whether they see a meeting as a success or a failure" (p. 1). References, sample worksheet, meeting checklist.

Reich, Robert B. (editor). *The Power of Public Ideas*. Cambridge, MA: Ballinger. 1988.

Robison, R. "Transit Triumph." *Civil Engineering*. N. 7. V. 58. 1988. pp. 38-41.

The author feels Boston's Southwest Corridor Project represents the best in civil engineering not only for its size, complexity and technology, but for its environmental, public policy and social benefits. The project was strongly rejected in a very public debate involving the urban highway construction. Success of the project was measured in human terms: an increase in ridership, sunshine on Washington Street and well-maintained parks by community groups. Concern for participation by minorities and women was taken into consideration in the plan well before construction began.

Rubin, Barry R. *A Citizen's Guide to Politics in America: How the System Works & and How to Work the System*. Armonk, NY: M.E. Sharpe. 1997.

A guide to issue advocacy, specifically examining how citizens, businesses and interest groups influence the behavior of large institutions. Written from a citizen's perspective, it walks through the entire process of making change, and contains both theoretical and practical information. This guide focuses on providing methods that citizens can utilize to make government responsive to their concerns.

Schachter, Hindy Lauer. *Reinventing Government or Reinventing Ourselves: The Role of Citizen Owners in Making a Better Government*. Albany, NY: State University of New York Press. 1997.

Schwartz, Edward. *Netactivism: How Citizens Use the Internet*. Sebastopol, CA: Songline Studios, Inc. 1996.

A manual written from the activist point of view examining various methods of utilizing the Internet to express views to the government.

Seley, John E. *The Politics of Public-Facility Planning*. Lexington, MA: Lexington Books. 1983.

This book tries to understand why public facility planning has been such a failure in the past, and what can be done to make it better in the future. There are three basic themes: First, the complexity of the siting problem. Second, the controversy that erupts over these facilities is not the result of irrational efforts, but often is a logical and self-protected response to threats to the quality of life of a community. Finally, the siting problem can only be solved through the cooperative efforts of government, citizens and business.

Smith, B. & K. Walden-Kepner-Tregoe. "A Survivor's Guide to Facilitating." *Journal for Quality and Participation*. N. 6. V. 14. Dec 1991. pp. 56-62.

This article defines facilitation, what a facilitator is and what "is in it" for them, keys to successful facilitation to insure success, and summary tips. Inserts include characteristics of an excellent facilitator, tips for a new facilitator and coach, and facilitating—a tested way of helping people.

Smith, P. D., M. H. McDonough & M. T. Mang. "Ecosystem Management and Public Participation — Lessons from the Field." *Journal of Forestry*. Oct 1999. pp. 32-38.

This study explores the public participation component of the Northern Lower Michigan Ecosystem Management Project. The results suggest that the new approaches to public participation embodied in ecosystem management are more consistent with public desires than are traditional methods but improvements are still possible.

Speaking Effectively... To One or One Thousand. CRM Films. 1994. Steve Landesberg. (www.crthfilms.com).

The producers feel the fear of speaking (an acquired behavior) can be permanently erased. They feel that through this video everyone in the organization can acquire the knowledge of the formula for successful speaking. The how-tos include: preparing the audience, presenting ideas in proper order, keeping listeners oriented and concluding the speech decisively.

Sultan, M. B. "Working With a Politically Active Community." *Journal AWWA*. N. 11. V. 85. 1993. pp. 54-57.

"Not too many years ago, the public accepted the judgment of engineers and public works officials regarding the need for and the configuration of major public works projects" (p. 54). The author discussed a politically active and knowledgeable community in Fairfax County, Virginia and their skepticism, distrust, environmental activism and strong desire to limit spending involving planned public works projects. The author found that, "Everyone benefits when public agencies act responsibly and in concert with the local citizenry" (p. 57).

Susskind, Lawrence, & Jeffrey Cruikshank. *Breaking the Impasse: Consensual Approaches to Resolving Public Disputes*. New York: Basic Books. 1989.

This book discusses the use of consensus processes (negotiation, mediation, etc.) in public disputes. In particular, it examines American democracy and how public participation and stakeholder negotiations fill in gaps or make up for weaknesses in our democratic system.

Susskind, Lawrence, Sarah McKearnan, & Jennifer Thomas-Larmer. *The Consensus Building Handbook.~ A Comprehensive Guide to Reaching Agreement*. Thousand Oaks, California: Sage Publications. 1999.

This book contains a “Short Guide” to consensus building, seventeen chapters describing how to build consensus and seventeen case studies with commentaries.

Susskind, Lawrence & Patrick Field. *Dealing with an Angry Public: The Mutual Gains Approach to Resolving Disputes*. New York: Free Press. 1996.

Thomas, John Clayton. *Public Participation in Public Decisions: New Skills and Strategies for Public Managers*. 1st ed. San Francisco, CA: Jossey-Bass Publishers. 1995.

Transportation Research Board. National Research Council. *Planning and Programming, Land Use, Public Participation, and Computer Technology in Transportation*. Washington, DC: National Academy Press. 1993.

Transportation Research Board NR & Frank Wilson and Associates I. *Report 364: Public Outreach Handbook for Departments of Transportation*. National Academy Press. 1994. pp. 1-38.

Information on strategies, techniques and tools needed to develop and supplement successful public outreach programs is contained in this handbook. The products of this research report include videotape and the handbook. The Staff of the Transportation Research Board feel that public information officers as well as all individuals concerned with the transportation development process will benefit from this handbook. The contents of the handbook include: strategic marketing planning guide, prototype scenarios, applying principles to practice, a toolbox, and a guide to developing campaigns.

U.S. Bureau of Land Management. *Natural Resource Alternative Dispute Resolution Initiative: Strategic Plan and Tool Kit*. Washington, DC: U.S. Bureau of Land Management. 1997.

This guidebook thoroughly covers the use of alternative dispute resolution (ADR), with special attention paid to applications for environmental disputes with which the Bureau of Land Management might be concerned. Topics include deciding when ADR is appropriate, procuring neutrals, convening, consensus building, ground rules, case studies and other practical resources. Both this and the guidebook below are aimed at agency personnel but contain a great deal of material useful to others.

U.S. Department of the Interior. Bureau of Reclamation. *Conflict Management Guidebook*. Washington, DC: Bureau of Reclamation. 1998.

This comprehensive guidebook covers environmental as well as employment and contractual disputes. Topics include an overview of conflict prevention, management and resolution, interest-based negotiating, convening and process design, partnering, facilitated negotiations, mediation, and selecting neutrals. The focus is on practical guidance, with special attention given to issues affecting U.S. government agencies. There are also helpful appendices, such as brief case studies, summaries of relevant law and references.

U.S. Department of Transportation. FHWA. *Community Impact Assessment - A Quick Reference for Transportation*. Office of Policy Planning. Publication No. FHWA-PD-96-036. Sept 1996.

This guide was written as a quick primer for transportation professionals and analysts who assess the impacts of proposed transportation actions on communities.

U.S. Department of Transportation. FHWA. *Community Impact Assessment — Case Studies*. Office of Environment and Planning. Publication No. FHWA-PD-98-024. May 1998.

Outlines various highway improvement projects, the processes and impacts on the neighborhoods affected.

U.S. Department of Transportation. FHWA. *Flexibility in Highway Design*. Publication No. FHWA-PD-97-062.

This guide explores opportunities to use flexible design as a tool to help sustain important community interests without compromising safety. This guide stresses the need to identify and discuss those flexibilities and to continue breaking down barriers that sometimes make it difficult for highway designers to be aware of local concerns of interested organizations and citizens.

U.S. Department of Transportation. FHWA & FTA. *Public Involvement Techniques for Transportation Decision-making*. Publication No. FHWA-PD-96-031. 1996.

This is a reference work that describes a wide variety of public involvement techniques for transportation agencies, including sections on outreach, face-to-face meetings, getting feedback, and the use of special techniques to enhance participation. The description for each technique answers the questions: What is it? Why is it useful? Who participates? How can agencies use the output? Who leads it? What does it cost? How is it organized? How is it used with other techniques? What are the drawbacks? Where can it be used most effectively? Available via Internet at: www.fhwa.dot.gov/reports/pittd/cover.html.

U.S. Department of Transportation, Office of the Secretary of Transportation & Office of Intermodalism. *Intermodal Technical Assistance Activities for Transportation Planners*. U.S. Department of Transportation. Oct 1993. pp. 1-85.

This document identifies intermodal technical assistance activities originating within the U.S. Department of Transportation. These activities are to be used by metropolitan planning organizations and state or local planners involved in the Intermodal Surface Transportation Efficiency Act of 1991 and the Clean Air Act Amendments of 1990. Fifteen areas of intermodal technical assistance are covered, such as citizen/industry participation, environmental and social impact analysis and use, and resource centers. The results of an informal survey of intermodal technical assistance activities originating within the Department are presented in the document.

U.S. Environmental Protection Agency. *Clean Air Act of 1990: Primer on Consensus-Building*. Washington, DC: U.S. EPA, Office of Air and Radiation.
(Order number EPA450K92004, call 202/260-7400)

U.S. Environmental Protection Agency. Office of Emergency and Remedial Response. *Community Relations in Superfund: A Handbook*. Washington, DC. Jan 1992. EPA/540/R-92/009.

U.S. Environmental Protection Agency. Office of Solid Waste. *RCRA Public Involvement Manual*. Washington, DC. 1993.

U.S. Fish and Wildlife Service. *Public Participation Handbook*. Washington, DC. Office of the Coordinator of Public Participation. 1985.

Unsworth, D.J. *Redefining Public Involvement*. Transportation Research Board - 73rd Annual Meeting. 1994. pp. 1-8.

Frustration over an increasing number of controversies involving the project development process within the Montana Department of Transportation led to the formation of a task force to find a better way to involve the public. The task force consisted of officials from the Federal Highway Administration, a District Engineer, representatives from the environmental department, preconstruction, right-of-way and public affairs offices. They reviewed the existing procedures and began to write a statement of purpose and goals for the effort. As a result, a simple, helpful handbook was developed outlining four levels of involvement that relate to the level of complexity and interest in a given project. The four levels include: more personal contact, clear communication, talk, talk, talk, and act, and keep the people informed. As a result of finding better ways of involving the public, openly hostile relations have been improved, and factions are working cooperatively to identify issues and suggest solutions to transportation controversies. Overall public awareness has been heightened and the local press (for the most part) covers the progress rather than the controversy, illustrations, diagrams.

Ury, William. *Getting Past No: Negotiating with Difficult People*. New York: Bantam Books. 1991.

This book presents a strategy for turning adversaries into negotiating partners. The author demonstrates how negotiators can stay calm under pressure, defuse anger and hostility, deal with dirty tricks, use power in a responsible and productive way, and reach agreements that meet all parties' needs.

Utton, Albeit E., W. R. Sewell & Timothy Oriordan. eds.
Natural Resources for a Democratic Society: Public Participation in Decision Making. Boulder, CO: Westview Press. 1976.

Published in 1976, this collection of essays by experts in public participation from North America and Europe provides a look at how the idea of public participation has grown when looked at in today's context. The essays address specifically the questions of: who should participate, who is likely to do so, at which stages input from the public is most necessary and useful, how this input should be weighted, and how a meaningful view on national or regional issues can be obtained.

Vance, Mary A. *Citizen Participation: Material Published 1980-1984.* Monticello, IL: Vance Bibliographies. 1985.

Van Fleet, J.K. *Lifetime Conversation Guide.* Englewood Cliffs, NJ: Prentice-Hall, Inc. 1984. pp. 1-299.

The author feels "...that a person's success depends as much on the ability to talk as it does on the professional and technical know-how to do the job" (pp. vii). Seven benefits are described in learning how to govern and control people with words. Some of the benefits involve: developing a positive, powerful personality; achieving greater self-confidence, emotional security and peace of mind; and having the ability to think and express yourself clearly. The book is divided into six parts including: social and business conversation, exchanging information, use of persuasion, special conversational situations and major conversational problems one can encounter in both oral and written communications. Index, sample checklists included.

Voss, J.O. "The Ventura Freeway Advisory Committee: Public Participation in Transportation Planning." *ITE Journal.* N. 10. V. 58. Oct 1988. pp. 35-40.

This report describes the innovative approach used by the California Department of Transportation (Caltrans) in gaining public approval for the construction of a carpool lane. It describes the existing conditions of the freeway, history and background, advisory committee input, options and safety concerns.

Weinstein, N.D. & P. M. Sandman. "Some Criteria for Evaluating Risk Messages." *Risk Analysis*. N. 1. V. 13. 1993. pp. 103-114.

The authors present seven criteria for use in evaluating communications that are designed to explain the magnitude of a risk. The criteria are: comprehension/understanding, agreement, risk-response consistency, hazard-response consistency, uniformity of responses, audience evaluation and the types of communication failures. Each criteria is illustrated with data collected in a test of message formats designed to explain the risk presented by radon gas in a home.

Wiener, J.O. "Risk Assessment and Cost-Benefit Analyses: In the Public Interest?" *Environmental Health Perspectives*. N. 5. V. 101. 1993. pp. 408-409.

Opponents of risk assessment and cost-benefit analysis feel that the current approach will ignore the public's value judgments, undervalue the cumulative risks sustained by vulnerable population groups and will keep funds in the pockets of industry. The author discusses a bill that Senator Patrick Moynihan introduced in 1991 involving environmental protection funds.

Zotti, E. "New Angles on Citizen Participation." *Planning: The Journal of the American Planning Association*. N. 1. V. 51. 1991. pp. 19-23.

In the need to gauge public opinion, the author suggests trying focus groups or "consensus information technology." In a report on focus group findings, the author found that when planners get very close to a project they lose perspective (pp. 20). The author examines: what some cities across the nation have done to get people involved, such as integrating survey results to provide local officials with benchmarks against which to compare their own surveys.

State Procedures/Handbooks Related to Public Involvement in the Project Development Process

(Note: These are examples and do not represent a comprehensive list of all states' public involvement manuals/procedures.)

The Arkansas State Highway and Transportation Department. *Proposed Procedures for Public Input*. Arkansas State Highway and Transportation Department (AHTD). Dec 9, 1993. pp. 1-9.

The development of the Arkansas Statewide Public Involvement Procedures has led to a new and innovative approach to obtaining public input. Instead of the standard public hearings being offered at various locations around the State, listening sessions were planned at geographically dispersed locations, for longer periods of time to allow for coverage of the entire State. The Arkansas State Highway and Transportation Department found that to make the public involvement process work most effectively, they had to coordinate among several divisions of the Department, the Arkansas Highway Commission and the ten District Engineers. Map, attachments, survey form, public involvement checklist, proposed outline for civic group presentation and draft news release.

The Arkansas State Highway and Transportation Department (AHTD). *Public Involvement in Long-Range Statewide Planning*. Arkansas State Highway and Transportation Department. Little Rock, Arkansas.

The Arkansas State Highway and Transportation Department (AHTD) developed minimum criteria for public input at the statewide and local levels. However, state and local agencies were encouraged to enhance the basic procedures. The enhancement of the Arkansas Statewide Public Involvement Procedures led to a new and innovative approach to obtaining public input. The procedures involved an informal, non-confrontational atmosphere, listening sessions and small group meetings.

California Department of Transportation. *Caltrans Project Development Manual—Community Involvement*. California Department of Transportation. 1993b. 3-2.7. pp. 1-24.

The Caltrans project development philosophy considers economic, social and environmental issues in making project decisions in the best interest of the public. The California Department of Transportation—Community Involvement components include: securing community and governmental consent to projects, community involvement plans, principles and techniques for community involvement, meeting formats, forums, newsletters and media relations. Includes sample letters.

California Department of Transportation. *Caltrans Project Development Manual—Public Hearing—Article 1—The Hearing Process*. California Department of Transportation. 1993a. 3-3.3. pp. 1-31. Article 1.

The Hearing Process provides the user with both general and specific guidelines on how to hold public hearings. This section of the Manual deals specifically with the formal public hearing format and directs the reader to see Section 3-2.7 of the Manual for further details on holding informal meetings, conferences and sending direct correspondence.

Commonwealth of Kentucky Transportation Cabinet. *Kentucky Transportation Cabinet Guidelines for Public Involvement in the Highway Development Process*. Commonwealth of Kentucky Transportation Cabinet. 1989. pp. 1-12.

The Kentucky Department of Highways recognizes the need for public involvement to be a part of the project planning and development process. Various methods the Department may utilize to inform the public of proposed projects in their area are informal meetings, public information meetings, public hearings and supplementary means of notification. Included in the document is the Corridor/Design Public Hearing for the proposed reconstruction of US Route 127 and a form to submit comments and views concerning the project. Maps, appendix, example of open format hearing documents.

The Connecticut Department of Transportation. *A Guide for Public Outreach: Establishing a Public Partnership in the Development of Transportation Programs and Projects*. Office of Communications. Newington, Connecticut. 1995.

Department of Transportation Commonwealth of Pennsylvania. *The Transportation Project Development Process: Environmental Impact Statement Handbook*. Pennsylvania Department of Transportation. 1993. Publication N. 278. pp. 1-170.

This Handbook was prepared as a guide to provide the policies, procedures and methods for developing major transportation improvements in the Commonwealth of Pennsylvania that require an Environmental Impact Statement. The Department builds consensus among resource regulatory agencies and the public in order to advance a project. Included in the Handbook is a detailed flow diagram illustrating the progression of the development of steps and consensus-building efforts. The Pennsylvania Department of Transportation finds that, “Meaningful interaction with agencies and the public through regular meetings builds a working relationship that often leads to support for a project” (p. 5). Glossary of Terms, charts, illustrated, appendix, sample scoping forms, exhibits, distribution list and an Index of Guidance.

Department of Transportation Commonwealth of Pennsylvania. *The Transportation Project Development Process: Public Involvement Handbook*. Pennsylvania Department of Transportation. September 1995. Publication N. 295.

Minnesota Department of Transportation. *Hear Every Voice*. Minnesota Department of Transportation. October 1999.

This document was developed as a statewide guidance for Mn/DOT planners and project managers on designing and implementing public involvement programs to achieve Mn/DOT’s strategic vision of putting their customers first and balancing their interests to achieve the greatest public good.

Minnesota Department of Transportation. *ISTEA Implementation Guidance for Development of Minnesota's 1995-1997 STIP*.

Minnesota Department of Transportation. 1994. pp. 1-20.

This document was prepared to assist in the development of the 1995-1997 STIP. It is intended for use by the transportation partners involved in this process and provides a general framework for the Regional Transportation Improvement Program/State Transportation Improvement Program (RTIP/STIP) process. The public participation component, as stated in ISTEA, requires an opportunity for early and continuous involvement in the development of the Statewide Transportation Plan and the STIP and is a mandatory component for MPOs. The roles of partners are discussed, such as: Areawide Transportation Partnership, Metropolitan Planning Organization, Transportation Management Area, Regional Development Commission, Local Governments, District Offices and MN/DOT Central Office. Exhibits, maps, appendices, list of District Offices, special program information.

Minnesota Department of Transportation. Juffer, H.

Public Participation in Transportation Planning in MN/DOT.

Minnesota Department of Transportation. 1998. pp. 1-93.

The purpose of this report relates the peoples' needs and public involvement in the Minnesota Department of Transportation. The governor and Commissioner of the Minnesota Department of Transportation feel that, "Effective public input is necessary to assure the transportation services and programs we provide are now and continue to be in concert with the public need. This effective public input is possible only when actively and continuously pursued with a well informed public" (pp. 3). The report covers: a historical perspective, changing values, effective participation involving case studies, involvement/informational techniques, a model for participation, MN/DOT public participation position statement and a conclusion and recommendations. Bibliography, table of contents, figures, charts.

Montana Department of Transportation. *Public Involvement Handbook: Techniques Strategies, Responsibilities and Organization for Involving the Public in Transportation Planning and Development*. Montana Department of Transportation. 1994. Draft. pp. 1-44.

Some of the Montana Department of Transportation goals are to be responsive, informative, open to outside involvement, and to communicate with the public and constituent groups by actively gathering their input (p. 1). The Public Involvement Handbook describes how the Department intends to change the way they work with the public. They intend to give early attention to a public involvement plan, make frequent informal contacts with interested individuals and groups, and concentrate on clear communications that will improve the service they provide. The Handbook covers public involvement plans, details and responsibilities, and meeting and hearing formats. Sample plans and legal requirements are also included. Draft Public Involvement, flow charts, sample plans, and fact sheets.

National Highway Institute. *Improving the Effectiveness of Public Meetings and Hearings*. U.S. Department of Transportation. Federal Highway Administration. National Highway Institute. 1991. FHWA-HI-91-006. pp. 1-197.

During the past few years, effective interaction between transportation agencies and the public has become a significant factor in determining the parameters within which any highway project can be designed and constructed.” This guidebook focuses on the development and implementation of creative and realistic approaches to the preparation, execution, and follow-up of meetings and hearings. Index, appendix, checklists, maps, sample public meeting notice examples, diagrams, logos, newsletter examples.

Nebraska Department of Roads. *Participation in the Highway Program by the Public and Other Agencies*. 1993.

The Nebraska Department of Roads has long been committed to the concept of public participation. Presently the participation consists of public membership on their Technical Committee, Citizens Advisory Group, and Goals and Policies Committee. Additionally, participation involves the Technical Committee meetings, informational meetings and public hearings. Included in the communication are the requirements and procedures that pertain to the public hearing, notification and conduct of hearings.

Vermont Agency of Transportation. *Public Involvement Plan*.

Vermont Agency of Transportation. 1994. pp. 1-11.

The purpose of the Vermont Agency of Transportation's Long Range Transportation Plan (LRTP) is to: "exchange information and ideas, to develop effective plans that reflect the goals of Vermonters, and to generate broad support for plan implementation" (p. 1). The Plan discusses: public information and education, target groups, involvement techniques and documentation. An outline of the distribution of informational materials is included and the various phases of the public involvement planning process is provided.