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WASHINGTON STATE HIGHWAY DEPARTMENT RESEARCH PROGRAM
REPORT

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**GUIDELINES FOR THE DEVELOPMENT
AND IMPLEMENTATION OF COMMUNITY
INVOLVEMENT PROGRAMS**

RESEARCH PROJECT

HR-527

SEPTEMBER 1975

PREPARED FOR
WASHINGTON STATE HIGHWAY COMMISSION
IN COOPERATION WITH
U.S. DEPARTMENT OF TRANSPORTATION
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16. Abstract The purpose of this study is to produce guidelines that will provide assistance to those responsible for the planning and implementation of community involvement plans. These guidelines cover the many elements of a multi-faceted community involvement approach and give direction for planning and implementation of these guidelines. A considerable amount of recent experience and information on community involvement was compiled and analyzed to afford the capability of tailoring a community involvement plan for an individual and unique community as defined by its characteristics. Among the major elements discussed are the general principles which must be followed to achieve successful community involvement; the criteria to determine how extensive an involvement plan should be for a particular community as defined by the characteristics of the community and type of proposed action; the establishment of an implementation schedule; detailed discussion of the methods used to disseminate information and obtain citizen input; a description of the various types of community groups which can be used for cooperative planning; recommendations to improve the effectiveness of public meetings; and the basic strategy used in evaluating the success of a community involvement plan.			
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The contents of this report reflect the views of the authors, who are responsible for the facts and the accuracy of the data presented herein. The contents do not necessarily reflect the official views or policies of the State of Washington, Department of Highways, and/or U.S. Department of Transportation, Federal Highway Administration. This report does not constitute a standard, specification, or regulation.

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The purpose of this report is to provide some assistance to interdisciplinary team members and project managers who have the responsibility for the development of community involvement programs.

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INTRODUCTION

In recent years much emphasis has been placed upon the involvement of the public in the planning and design of transportation systems. Only through such involvement of citizens can the needs, values, and opinions of residents of various areas be determined. Public participation, therefore, is not only desirable but vital in an inclusive planning and design process. The degree of such participation varies considerably with the stage of development, the size of the project or study, and the type of area to be served.

In each case, however, the goal of community involvement is to ensure that transportation planning and design meets the actual needs of people and that decisions reached will be in the best overall public interest. The dual objectives are to provide meaningful information to the public and to receive advice and data that will be helpful in determining the course of action to take.

PURPOSE OF GUIDELINES

The procedure adopted by the Washington State Department of Highways to ensure community involvement requires that a formal plan to undertake such involvement be developed for all major projects and for systems planning. A Departmental Directive, "Community Involvement in Project Development", sets forth some specific criteria which must be met in preparing and implementing community involvement programs.

The purpose of these guidelines is to provide assistance to project managers and interdisciplinary teams in carrying out their responsibilities in planning and implementing community involvement programs.

The basic problem encountered by those persons having the responsibility to involve the public is how to make community involvement programs more effective for all concerned. Both the citizens and the Department of Highways want

the expression of public values and opinions to be a meaningful experience for those involved. A considerable amount of experience in community involvement efforts has made it possible to delineate some of the most successful procedures, methods, and techniques, and these will be discussed in this document.

MEANING OF COMMUNITY INVOLVEMENT

Community involvement in the planning of public programs is a basic concept which can be interpreted in various ways. Within the Washington State Department of Highways, "community involvement" refers to the participation of private citizens and public officials in the various steps that lead to the final decision concerning the course of action that is to be taken. The public input can be obtained in various ways, but the process is so designed that the values and desires of citizens must be considered by those persons having statutory responsibility to make decisions.

In various types of governmental programs, community involvement can range all the way from very little opportunity for participation in the planning process to a delegation of decision-making responsibilities. The approach adopted by the Department of Highways by Department Directive D 31-18 (PP) requires that the staff of the Department involve both private citizens and local officials in various steps that lead to the final decision. For major systems and project development studies, interdisciplinary teams are created to undertake those studies. Teams have the responsibility to initiate public participation and to document the results so that the Department and the Highway Commission can evaluate the community's input when making decisions.

APPROACHES TO PUBLIC INVOLVEMENT

To achieve the objectives of community involvement, the team must develop an interactive planning process involving the community. Traditionally, a public hearing has been held at the culmination of the planning process. However, experience has shown that often the public hearing has been an unsatisfactory forum for free exchange between members of the team and the community. Planners now use new, more effective methods to obtain meaningful community involvement. Because community involvement frequently helps planners achieve project objectives, its necessity is no longer an issue. In the long run it can expedite projects which support national and local transportation goals.

With few exceptions, experience has shown that no single method to achieve community involvement is adequate. Planners must offer to the citizen a variety of opportunities to participate in the planning process. The Department Directive 31-18 (PP) sets forth many methods and techniques to involve and advise the public during the project development phase. A good community involvement plan employs methods which reflect the nature of the project itself as well as the characteristics of the community in which that project will be located.

Community involvement efforts must be related directly to the various phases in the overall planning and design process. When a new highway (or an improvement to existing facilities) is superimposed on the rural landscape and/or on the urban fabric, transportation may be improved but the development of that highway may violate important community social and environmental values. The task is to plan a highway which is accepted by the community after an interactive planning process wherein "trade-offs" between conflicting values have been adjudicated.

Until recently, citizens of most communities have been unable to reach any agreement on the ranking of community values, and when such agreement is reached,

it is rarely documented. Further, community values may be subject to modifications as social and economic conditions change or as other projects are proposed. Because community values exist only in the minds of the citizens, secondary sources are rare. At the present time, highway planners are frequently forced to rely on their community involvement efforts in order to determine community values. The whole approach and organization of the planning process must provide for continuing community involvement if community values are to be clarified. The community involvement program may not produce a consensus on the relative importance of community values but it will at least reveal how different interest groups rank such values. A public relations campaign designed to sell the community on the need for the project is no substitute for community involvement. An effective, socially responsible community involvement program uses public relations to inform the public of possible highway transportation project alternatives, and then gives people an opportunity to have their interests expressed and seriously considered as part of the decision-making process.

GENERAL PRINCIPLES OF SUCCESSFUL COMMUNITY INVOLVEMENT

1. Sincere Desire to Involve the Public.

A successful public involvement process requires that the professionals involved genuinely desire to obtain and utilize information and opinions from the public. It also requires that citizens be concerned about developments in their communities and that their desires be expressed directly or indirectly during the planning of transportation systems and facilities.

2. Adequate Information

Without adequate information public participation cannot be effective or meaningful. Planners must provide easily understood information and use all

possible communication channels - including the news media - to reach the maximum number of persons. They must explain the implications of each alternative under consideration.

3. Free Exchange of Views

The procedures used to obtain information from the public must allow for open exchange of information and views, and free consideration of alternative courses of action. Without such an atmosphere, community involvement will exist in name only. Citizens, both professionals and laymen, have knowledge and insight about local conditions and community development values. The planners need information from the community on a continuing basis throughout project planning.

4. Interaction

The community involvement process must create meaningful interaction among the various segments of the community and the planners.

Interaction too frequently becomes a one-way flow of information or an exchange solely between a single citizen or single group representative, and a member of the Department of Highways.

Planners should urge the various segments within the area to listen to and understand all options. A true exchange of views usually suggests a course of action acceptable to the general public though not to all interest groups.

5. Community Values

Experience indicates that no one method obtains complete information about public values and desires.

Citizens of the community are almost always better qualified than the professional personnel to interpret community values. However, citizens are, to a

large extent, dependent on the planners for the information necessary to make "trade-off" decisions. Citizens need to know the potential impacts of each possible alternative before the alternative can be analyzed in terms of community values.

6. Potential Controversy

An effective public involvement program may minimize controversy over an extended period but will not eliminate it. On the contrary, an "open" planning process may create controversy at first. However, planners and policy makers become aware of major concerns early and are better equipped to deal with these. Hopefully, those issues causing controversy can be resolved as the study progresses. If such is not the case, the issues that need to be decided by decision-making bodies will be clearly defined for appropriate groups.

PREPARATION OF A COMMUNITY INVOLVEMENT PLAN

All highway development projects included within Group 1 and 2, as defined by the Action Plan, and systems planning efforts must have a community involvement plan prepared before the study begins. The community involvement plan identifies the specific objectives, activities, and methods that will be used to involve citizens and local officials, assigns responsibility for carrying out these activities, and establishes an implementation schedule.

OBJECTIVES

The statements of objectives for a project should relate directly to the overall planning assignment as set forth in the study plan. When formulating objectives, the specific size of its assigned project and its relationship to the community in which it is to be located shall be considered. Community

involvement required by a large system design differs from that required by a small project.

Repetition of trite objectives common to all plans is inappropriate; if such global goals are to be included, there should be a reason for doing so specific to the assigned project.

The overriding objective is to provide opportunities for involvement to the broadest range of community interest groups. Although it is usually more difficult to involve unorganized citizens, these established groups must not ignore those whose interests may be affected by the highway project even if there is no organization to represent them.

The plan should identify all affected interest groups, both those supporting and opposing the proposed project, and the team should strive to secure their participation. Many groups will indicate their interest, but special care should be taken to include for input: (a) low and moderate income families, (b) minorities and (c) families and individuals living within or adjacent to the proposed facility site or corridor.

By interacting with such groups at an early point, the staff will learn at first hand the very real social and economic problems of the community, as well as its interests, goals, and opinions, all of which is needed by the staff to assist them in making decisions.

DESIGNATE RESPONSIBILITY

The methods by which each objective of the community involvement plan will be implemented should be defined and responsibility for doing so assigned. While a single person should be given overall responsibility, it is necessary to indicate how other staff members will actively participate. For those studies on which interdisciplinary teams are created, each team should have one member

who has had special training and experience in developing community involvement programs. However, other team members cannot be permitted to abdicate their individual responsibilities. Responsibility assignments make the role of each individual described more meaningful. On those studies where interdisciplinary teams have responsibility to implement the community involvement plan, the use of a subcommittee of the team will expedite the preparation and implementation of the plan. This subcommittee should consist of (a) the team member assigned the primary responsibility for community involvement, (b) the team chairman, and (c) the project manager. This subcommittee can undertake those duties listed below and others:

1. Draft the community involvement plan.
2. Present the draft plan to the team for review, no later than the team's second meeting.
3. Arrange to carry out such activities as: preparing, producing, and disseminating public information materials; conducting surveys; preparation of public meeting schedules and agenda; and formation of advisory committees.
4. Delegate duties among team members and district staff.

Team members will be dependent upon individuals and organizations outside its own membership. If citizen committees, public officials, and others are to be involved, their role and responsibilities should be spelled out in the plan.

METHODS

The description of the methods to be used in carrying out the stated objectives need not detail techniques and procedures. (Note that this document discusses a wide variety of methods and techniques in a subsequent chapter.)

Function Performed	Agency Responsible	Preparation of Program	Review and Approval	Implementation
System Planning				
Statcwide Highway Plan	Department of Highways	Interdisciplinary Team	Asst. Dir. for Planning, Research and State Aid (PR&SA)	Team and Asst. Dir. for PR&SA
Metro. Transportation Studies	Regional Planning Agency	Agency Staff	Policy Body	Regional Planning Agency
Small Urban Transportation Studies	Policy Committee of Local Officials	Study Director	Policy Body	Study Director
Subarea Transportation Studies	Policy Committee of Local Officials	Study Director	Policy Body	Study Director
Project Development				
Major Impact:				
Location	Department of Highways	Interdisciplinary Team	District Engineer; Asst. Dir. for PR&SA	District and Team
Design	Department of Highways	Interdisciplinary Team	District Engineer; Asst. Dir. for Hwy. Development	District and Team
Minor Impact:				
Location	Department of Highways	Project Engineer	District Engineer	Project Engineer
Design	Department of Highways	Project Engineer	District Engineer	Project Engineer

Table 1. Assignment of Responsibility for Development and Implementation of Community Involvement Program

The selection of a specific method or technique should reflect the following constraints on community involvement:

1. The extent to which the community is already organized for involvement in planning.
2. The type of project involved.
3. The availability and willingness of citizens with special background and knowledge of the project to voluntarily participate.
4. The area of influence of the project. For example; in many cases, two neighborhoods or bordering towns may have irreconcilable conflicting interests.
5. The general support in the community for transportation projects as demonstrated by previous election issues.
6. The extent to which controversy has hampered or otherwise modified planning efforts in the past.

IMPLEMENTATION SCHEDULE

The schedule of community involvement activities must be coordinated with the overall planning schedule for the project and provide for appropriate citizen input at the following critical points in the overall planning process.

1. The establishment of objectives. Objectives must reflect the community's broader development goals. Team members must utilize community inputs at this first step in the planning process.
2. The collection of data. Information about the social and economic structure of the community is important to transportation planning; the team should give citizens of the community opportunities to evaluate the accuracy of collected data. (Note that a community

survey, a community involvement technique, provides opportunities for such evaluation.)

3. Delineation of alternatives. This task requires identification of those community values which are enhanced or diminished by each possible alternative.
4. Determining impacts. The team must give opportunities to citizens to identify any possible impacts that they foresee.
5. The evaluation of alternatives. The team must consider (a) probable impacts, (b) planning and design factors, and (c) community goals and objectives. Community involvement is essential to the appropriate consideration of these three steps.
6. Making a decision. The team should not make a decision until it has ascertained community opinions by use of appropriate methods.
7. Public presentation of the plan. The community should be consulted as to the time, place, and methods of such a presentation.

Community input is critical for each of the items listed above, but interaction between the team and the community is important throughout the entire planning process.

Scheduling of involvement activities, while critical to the team's internal operations, must also be convenient to the community. Activities and events must be scheduled at times and places so that a maximum number of citizens may participate and no group is deliberately excluded.

PART II

IMPLEMENTING THE COMMUNITY INVOLVEMENT PLAN

The implementation of the community involvement plan should begin with coordination with local governmental officials. In nearly every case, the transportation project may cause multi-jurisdictional impacts. Therefore, each of the interested jurisdictions should be contacted. (See Department Directive D 31-18). Each governmental unit or agency should be requested to name a contact person and to schedule briefings as deemed necessary. (Be sure also to put each contact person on the team's mailing lists.) Briefing sessions should facilitate a discussion of a project's potential impacts on each jurisdiction represented. The participants should differentiate between "local" problems, such as land use, and "regional" problems such as pollution.

As early in the process as possible, official representatives of each jurisdiction should present their particular interests and expectations for the project. Individual meetings, one at a time, should be scheduled for those public agencies having the greatest interest in the project.

After the local governments have been informed, a news release should be issued explaining the purpose of the study and some information concerning opportunities for community involvement. Concerned groups, such as environmental groups, the business community and minorities, should be invited to present their concerns and provide advice and assistance in solution of problems. Each group should be given ample time to discuss their concerns in a relaxed atmosphere. If possible, presentations should be recorded and analyzed. Ultimately, the staff should be able to document appropriate consideration of the issues raised.

When implementing the community involvement plan, the need for a continuous communications link with various segments of the community cannot be overemphasized. Some milestones in the planning process cannot be passed without first reaching corresponding milestones in the community involvement program. Four of these milestones are set forth in the following discussion to illustrate this point. These are the minimum "interface points". In all but the simplest of projects, additional critical "interface" points should be contemplated.

MILESTONE 1: THE STUDY PLAN

Information about the project and staff assignments for the study should be made known to the community as early as possible. The study plan includes most of the basic information which the community needs in order that its citizens might actively participate in the planning effort. As soon as the study plan has been developed, the activities and staff assignments outlined within the document should be followed to disseminate and obtain information.

The following kind of information should be provided to the broadest feasible range of community interest groups:

- a) a description of the proposed project;
- b) the team's goals and objectives for the project;
- c) the disciplines represented on the team and their respective area of responsibility;
- d) a description and schedule of the overall planning process;
- e) a description and schedule of the plan for community involvement in that process.

MILESTONE 2: THE SYNTHESIS OF PRELIMINARY RESEARCH FINDINGS

After the initial studies of the assigned problem have been completed, some of the key planning and design issues will have been identified. The findings should be made known to the community by use of news letters and releases to media, meetings with local officials and interested citizens. This will then help to identify the complete range of corollary issues early enough to allow the team to respond to them.

At this point, the team and the public should understand that the technical reports are tentative. Impulsive rejection of ideas, either by citizens or team members, is discouraged. The objective is to generate discussion of a broad range of alternatives for subsequent evaluation.

"Obtaining information" activities can very well start before this milestone. In all probability, data will have already been solicited from the community in many instances (i.e. conducted a community survey or interviewed community leadership). Milestone 2 is the latest allowable date for soliciting information from the community. Throughout the remainder of the planning process the team should be prepared to accept information from people in the community on a continuing basis.

MILESTONE 3: DEVELOPMENT OF ALTERNATIVES

The development of alternatives is one of the most creative tasks in the planning and design process, and at this point, interaction among team members and the community is very important. (See Guidelines for Interdisciplinary Teams). The contribution of the community is also very helpful. Members of the community may introduce additional factors to consider and can assist in limiting the range of potential alternatives.

At this point in the planning process, the alternatives have not been evaluated in detail. Therefore, the community should not be encouraged to accept or reject any specific alternatives. Such premature "popularity polls" should be avoided.

MILESTONE 4: PLAN REFINEMENT

The evaluation of alternatives should be shared with the community by various methods including information and materials and meetings. This evaluation should include the analysis of impacts and the reasons for eliminating some alternatives from further consideration. A number of techniques have been established for evaluating alternatives.

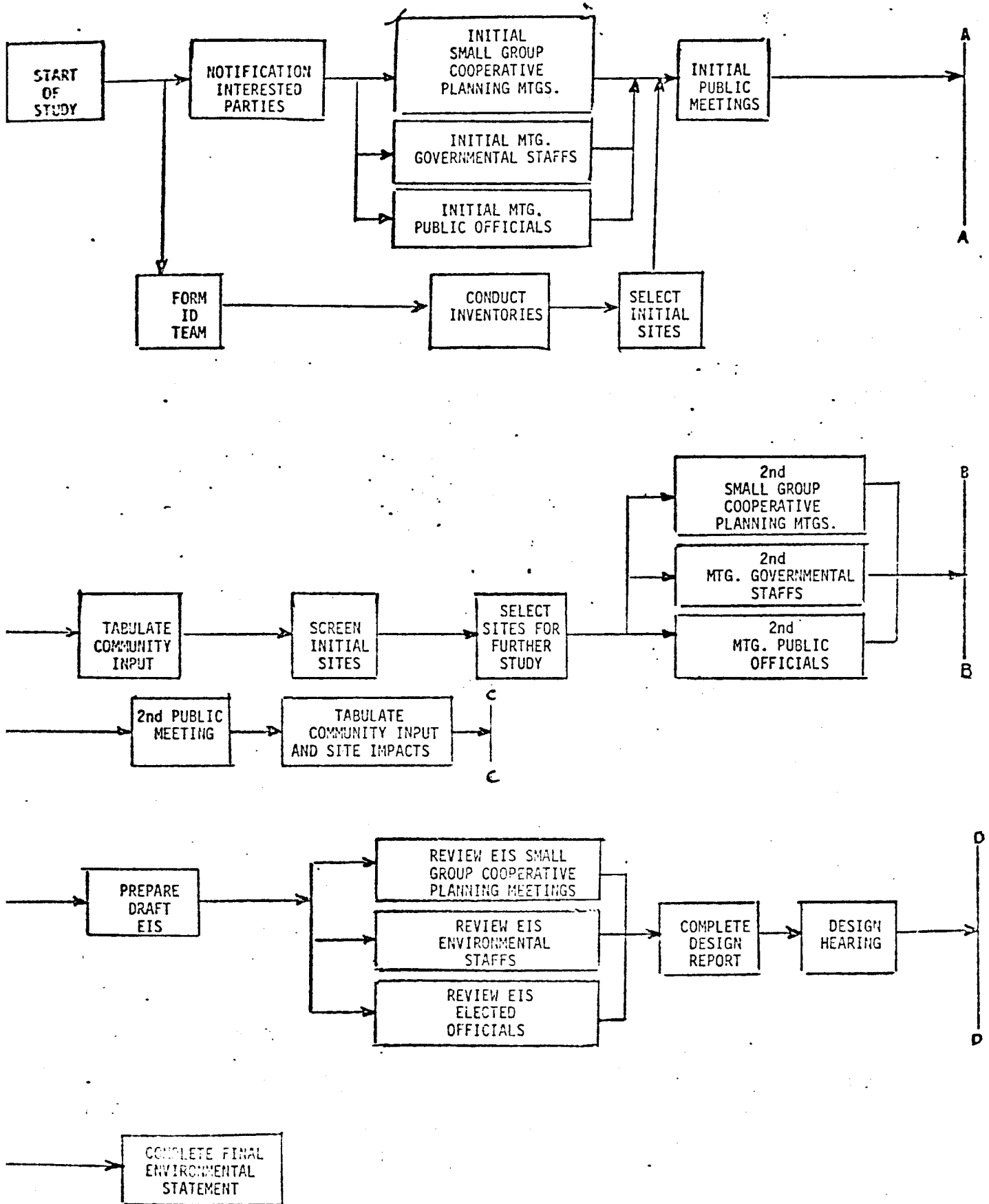
Persons who previously have not been involved in the planning process will attempt to play a major role in selecting alternatives and refining the plan. Individual citizens must be free to represent their own special interests. However, no interest group should be allowed to dominate another. If the over-all public interest is to be honored, the broadest possible range of interests must have a forum.

Refinement of the project plan will require the rejection of some alternatives. It is not always possible to convert all planning decisions into a simple selection from among three or four alternatives. Even so, to the extent feasible, the community should be involved in selecting alternatives and suggesting measures to reduce the attendant adverse impacts.

ACTIVITY	1974 JASONDJFMAMJJASOND	1975 JFMAMJJASONDJFMAMJJASOND	1976 JFMAMJJASONDJFMAMJJASOND	1977 JFMAMJJASONDJFMAMJJASOND
CONDUCT GLE POSTS				
Inventory of targets				
COORDINATION WITH LOCAL GOVT AGENCIES				
Inventory of gov't agencies				
Designate contacts				
Coord. w/ local gov't agencies				
Coordination with agency rep's				
DISSEMINATION OF INFORMATION				
Initial news release				
Press releases				
News letters				
Drop in centers				
Local org. presentation				
PRESENTATION TO TEAM				
Estab. com. involve. Indian				
Identify appropriate groups				
Private RFP, present. Governmental organ.				
ADVISORY COMMITTEE				
ADVIS. ADV. COMMITTEE				
Meetings				
Presentation				
ENG WORKSHOP & MEETING				
Public workshop				
Design hearing				
LEGISL. AND COURTS				
LEGISL. JURY				
by a public agency rep				
as report				

SR 509 TAC. LOOP
 COMMUNITY
 INVOLVEMENT
 FLOW CHART

PARK AND RIDE COMMUNITY INVOLVEMENT WORK FLOW



PART III

GENERAL METHODS OF IMPLEMENTING THE COMMUNITY INVOLVEMENT PLAN - ADVANTAGES AND LIMITATIONS

In formulating and implementing the community involvement plan, the team should select that combination of methods and techniques most appropriate (a) to each particular community, (b) to the objectives of the plan and (c) to the nature of the project. To a large extent, successful implementation of the plan will depend upon how astutely methods and techniques are selected. This section discusses general methods successfully used by teams in this state. Any method or technique which can facilitate community involvement is worth consideration even though it may not be included here.

Based upon the experience of planning teams, each method has been evaluated with respect to the following criteria:

- a) utility in achieving planning objectives;
- b) record of reliability; and
- c) organizing potential in support of continuing community involvement throughout the entire planning process.

Potential disadvantages of each method, the various difficulties, common errors and disproportionate costs, as experienced in the past are also noted.

General methods are categorized by the primary function: giving information, getting information, and cooperative planning.

Some methods may serve all three functions to some degree. However, no single method is adequate in most cases. A combination is nearly always necessary in order for all three elements to be included in the community involvement program.

All three of these elements are essential, a fact that is often overlooked. Effective cooperative planning between the community and the team must be supported by strong communication links. Therefore, even though greater emphasis and effort on cooperative planning is appropriate, methods of giving and getting information are presented first.

1. METHODS FOR GIVING INFORMATION

A wide variety of techniques enhance communication between the department and the community. The basic communication approach should be to prepare basic background information which gives citizens the who, what, when, why, and how of the proposed project. These basic messages can then be "packaged" in various ways for various purposes, and differing media and other communication channels. Five techniques to give information are the use of (a) conventional mass media, i.e., newspaper, radio, television; (b) direct mail or handout materials, i.e., newsletter and brochures; (c) a drop-in information center; (d) shopping center or public building display center; (e) a speakers bureau; and (f) public meetings.

a. Conventional Mass Media:

In addition to team-produced news releases, team-initiated news media, prepared feature articles and programs can promote positive communication and greater understanding. Newspaper-conducted polls, and radio and television "call-in" programs involving listeners can also be undertaken. In some cases, audio and video information tapes can be prepared for free public service use on radio stations and cable television which have local program origination capability. The use of newspaper polls will be discussed later.

Advantages:

- (1) Reaches the widest possible audience.
- (2) Permits communication of many types of information in a variety of forms and formats.
- (3) Relatively time-efficient.

Disadvantages:

- (1) Circulation (or listening area) may not coincide with project's community of interest.
- (2) Limited possibility for feedback from the community. (However, feedback letters, phone calls and call-in responses should be requested and encouraged.
- (3) May be costly if media management is unable or unwilling to provide as a public service.

b. Direct Mail, Newsletters, and Brochures:

These can be quickly prepared using the basic information, perhaps in question and answer format, and inexpensively printed. They may be sent to either a representative sample, specifically "targeted" mailing list, or to a complete list of the community. They provide informational materials on a regular or intermittent basis. Voter registration, utility billing, and city directories are a good source of addresses and are usually available. In some cases, other sources may be more appropriate. If it is not feasible to "saturate the area", then interest groups, service organizations, and public and private institutions might be asked for help in distribution.

Advantages:

- (1) Provides more direct personalized communication than does mass media, yet reaches a relatively large audience.
- (2) Can include survey forms and polls and otherwise facilitate feedback.

Disadvantages:

- (1) May be costly and time consuming; difficult to manage if departmental public affairs support not requested.
- (2) May have limited utility for direct community involvement except as it may stimulate initial community interest.
- (3) Difficult to determine effectiveness since there is a danger that recipients will resist "junk mail".

Evaluation of community surveys indicates that those who do receive and read such newsletters are better able to meaningfully contribute to the planning process. The quality and "attractiveness" of the newsletter is vital to its effectiveness.

c. Drop-in and/or Display Centers:

A manned or self-explanatory display center at a highly visible location in the community, such as a shopping center, can use photographs, scale models, and graphic representation to illustrate the project, the design problem, possible alternatives, and other significant information. It is important to keep the display up to date at all times. The display center technique is enhanced if located in an enclosed space giving it a "drop-in" center character. People visiting the center should be

encouraged to register; to request inclusion on the mailing list; and to submit written questions, suggestions, design ideas, or other comments about the project and the community involvement program. Utility of the drop-in center can be increased by manning it periodically with a person qualified to discuss the project, and who can provide supporting printed information handouts.

Advantages:

- (1) Demonstrates to the citizens the department's interest in informing the community and gaining community involvement.
- (2) Attracts persons who may not be as easily reached by other means.
- (3) Is convenient for conveying visual information.

Disadvantages:

- (1) An appropriate location is often unavailable when needed.
- (2) Requires time, cost, and management attention to set up and maintain.
- (3) It is difficult to keep the center open during peak demand periods and to keep exhibits and displays timely.
- (4) Manning the drop-in center with qualified persons is difficult because their time is valuable and they are reluctant to work at jobs which entail periods of inactivity.

d. Speaker's Bureau:

In nearly every community, local service clubs (such as Chamber of Commerce Kiwanis, Lion, Rotary, etc.) are interested in obtaining speakers for

weekly luncheon meetings. Usually, the club books meetings for as long as a year in advance. However, substitute speakers are frequently needed. By contacting the program chairman of local service clubs, team members may gain invitations to speak. The team should seek out a broad range of interested organizations; women's organizations, neighborhood associations, ethnic groups, and others.

Advantages:

- (1) Provides a captive audience for presenting new ideas, recruiting further community involvement, and generally making known the team's assignment to the community.
- (2) Is an efficient means for reaching selected interest groups.
- (3) Is cost-efficient.

Disadvantages:

- (1) There is little control over the timing and subject matter.
- (2) Can burden team members if overdone.
- (3) If no speaker can be made available (on short notice, for example) the team may lose credibility.

Techniques for Improving the Effectiveness of Direct Communications:

The art and science of communications is far too broad a subject to be covered here. Most professionals in the public policy planning arena realize the need for effective communication techniques. Well conceived, written, and illustrated information materials explaining critical issues are essential to the community involvement program. In dealing with the mass media, the team should be candid. What may not seem like important project information from the team's standpoint may appear very newsworthy to the reporter or editor, who is trying to see the

story from the reader's view. Conversely, the mass media may not always be interested in the day-to-day operations of the team. Most reporters, editors, and news directors will be receptive to receiving project information and will give details on news releases, deadlines, and printing public service items. The team should meet and know the community news media people personally and maintain a continuing channel of communication. Encouraging and supporting editors and news directors to prepare a series of feature articles or programs on the project will help assure both media and community continued interest in the planning process.

2. METHODS TO OBTAIN INFORMATION

There are numerous methods of obtaining information, among these are non-personal methods such as newspaper polls and mailed questionnaires, and personal methods such as interviews of individual citizens or key leaders, household surveys (home interviews) and group administered questionnaires without surveys. Appropriate news releases to both announce and then report survey results will help support the survey process and increase community awareness and involvement.

a. Newspaper Polls:

A wide variety of information can be obtained from the results of local newspaper polls. However, such polls are usually limited to questions allowing only a simple "for" or "against" response.

Advantages:

- (1) Relatively inexpensive and quick.
- (2) May aid in gaining the interest of the mass media in the project.
- (3) Informs the public that something is going on and that the team is interested in public opinion.
- (4) The anonymity of the respondent may facilitate responses.

Disadvantages:

- (1) Relatively inflexible and must be limited to a few specific and clearly understood questions.
- (2) The context of the answers is not known; even the most clearly stated question may be misinterpreted by the respondent.
- (3) Experience indicates a relatively low rate of response.
- (4) Neither the universe of those receiving the poll nor the sample of respondents is known. (However, if the poll includes information on the characteristics of the respondent, including general location of residence, such information may be related to census data. This may provide some measure of sample bias.)

b. Mailed Questionnaires:

When it is feasible to compile a large mailing list, an extensive questionnaire soliciting attitudes and opinions on community values by sub-areas of the community may be mailed.

Advantages:

- (1) Is relatively quick.
- (2) Anonymity may facilitate more candid answers.
- (3) The sample is specified, therefore data obtained can be integrated with information from other sources.

Disadvantages:

- (1) Direct cost and management time is greater than for newspaper polls.

- (2) Extensive phone and mail follow-up may be required in order to secure an adequate number of timely responses.
- (3) The "no response" bias is not easily measured.

The statistical reliability of this type of survey can be checked by conducting home interviews of a selected sub-sample. When this technique is used, the largest sample group is sent a more detailed questionnaire and a yet smaller number are given extensive, indepth, structured interviews. By use of statistical analysis, each set of questionnaires is related to the next larger sample and finally to the universe.

c. Survey of Professional Personnel:

"Professional personnel" includes those persons having knowledge on a specific subject related to transportation planning. Surveys of such persons can be either in the form of a single structured interview or a systematic continuing contact. Selection of respondents is a critical problem because opinions and attitudes of the select group may diverge widely from those of the rest of the community. For this reason the technique should never be used as a principal method for community involvement.

Advantages:

- (1) Is relatively more efficient than broader-based surveys.
- (2) Often provides a relatively dependable articulation of community values and of highway-related community development problems.
- (3) Usually alerts team to politically sensitive local issues.
- (4) Extends the team's opportunities for personal contact with

the community and for disseminating information about the project.

- (5) Permits elaboration of questions and probing for answers.

Disadvantages:

- (1) Requires careful selection in order to assure a cross representation of leadership. Experts are difficult to identify when representation leadership is a major criteria.
- (2) Requires continuing systematic structuring of communication.
- (3) Subject to criticism from interest groups not adequately or appropriately represented; "elitist" bias is a real danger.
- (4) There is no completely satisfactory way to quantify the opinion of experts.

Experts tend to be leaders who can keep the team in touch with the community issues. However, leaders tend to over-estimate support for programs of which they are a part.

d. Community Survey (Drop Off/Pick Up):

During the past two years the Department of Highways has had considerable success with community surveys. While the Department has perfected sampling techniques and questionnaire format, the team must determine the more specific issues to be addressed. The team should have one of its members design the survey form and coordinate the survey with Departmental personnel.

Advantages:

- (1) Helps inform the public on the planning issues.

- (2) Provides for a broad representation of community opinions.
- (3) Provides further information on local transportation requirements.
- (4) Provides descriptive information about the structure and demographic characteristics of the community. Results may, in turn, be used to facilitate public discussions.
- (5) Has good rate of return.

Disadvantages:

- (1) Requires considerable management effort and is more costly than polls.
- (2) Takes considerable time to design, conduct, and analyze.

The citizen surveys have proved to be extremely useful to those responsible for preparing environmental impact statements. They have provided otherwise unavailable information to the Department. One by-product of each survey has been the direct delivery to each household within the sample of information about the work of the team and about some of the planning issues relative to the project. The technique has also improved communication. Finally, surveys have proved to be effective means for obtaining community-wide citizen input.

3. METHODS OF COOPERATIVE PLANNING

Effective community involvement requires cooperation and interaction between the Department and the community.

a. Committees:

Among the first attempts to broaden community involvement is the formation of ad hoc committees to advise public decision-makers. Four types of committees have been used extensively in highway

planning practice: 1) policy committees consisting of state and local or other public officials; 2) technical committees composed of state and local technical personnel; 3) citizen committees of varied composition; and 4) combined committees composed of citizens, policy makers, and technicians. Each of these types of advisory committees has advantages and disadvantages.

Policy Committees

Advantages:

- (1) Demonstrate involvement of local interests.
- (2) Are able to identify politically unacceptable solutions.
- (3) Has considerable knowledge of local conditions.

Disadvantages:

- (1) Membership changes as terms of political office expire, causing problems of authority and/or lack of continuity in committee activities.
- (2) Members may consider their appointment an "honor" requiring no commitment to engage in any meaningful activity or planning decisions.
- (3) Some members may put special interests ahead of project objectives and the general public interest.
- (4) Members are representatives of their constituent jurisdictions, and are unable to express policy or to recommend decisions without prior action of the agencies they represent.

Technical Committees

Advantages:

- (1) Understand technical problems and need only a general briefing as a requisite to meaningful contributions.
- (2) Have a considerable knowledge pertinent to solutions.
- (3) Demonstrate involvement of local governmental interests.

Disadvantages:

- (1) Members should not recommend policy without prior clearance from their respective employer agency (often unobtainable).
- (2) Do not represent the broader public interest; e.g., little better qualified to express local community values than members of the team.
- (3) By their nature are not representative of the general citizenry.

Citizen Committees

Advantages:

- (1) More readily structured to assure representation from those groups most affected by the project, as well as to create a micro-cosm of the area.
- (2) May have greater credibility with the public than "politicians" or "bureaucrats" would have.
- (3) As public service volunteers, members may work harder.

Disadvantages:

- (1) As volunteers, some members may not have the time required to meet planning schedules.

- (2) May represent interest groups and be unable to express policy position without prior clearance. (For this reason it is better to have selection based upon their membership in the interest group and not be official representative.)

Combined Committees

Advantages:

- (1) Provides simple but effective structure for coordination of various interests in community.
- (2) Provides a structure for more extensive interaction among citizens, policy makers, and professional personnel than most other methods.
- (3) Confusion that sometimes exists in multiple committee structure is reduced since various matters can be explained by committee members without additional coordination.
- (4) Saves time and reduces cost compared to use of multiplicity of committees.

Disadvantages:

- (1) Limits number of interested persons who can participate compared to multiple committee structure.
- (2) May deter citizens or technical personnel from providing and expressing opinions as openly as when discussion is among persons with similar concerns.

In selecting committee members, a special effort should be made to include all segments of the community. This can be usually done by requesting

organizations and institutions most likely to be found in the community to submit names of representatives. Such institutions or groups include the following:

- (1) Governmental units including city, county, and any special districts having a direct interest. This includes elected officials and staff administrators or technicians.
- (2) Religious and fraternal organizations.
- (3) Labor.
- (4) Industry.
- (5) Commerce.
- (6) Agriculture.
- (7) Education.
- (8) Disadvantaged and minorities.
- (9) Environmental groups.
- (10) Transportation interests.
- (11) Planning organizations.
- (12) Public safety including police, fire, and health.
- (13) Civic groups not previously included, such as League of Women Voters or Senior Citizens Council.
- (14) Arts and/or recreation associations.
- (15) Neighborhood associations and community councils.

In some cases, interests can be identified for which there exists no organized institutional support. Securing a representative from each recognized group may not be sufficient; some effort may have to be given to make sure unorganized minorities have adequate representation. One way of identifying latent leadership is to seek out the advice of

elementary school principals, local ministers, and others having a broad acquaintance with the general public.

When committees are appointed from organized groups and institutions, it must inform them that they are not considered to be official representatives of their respective groups. Otherwise, many may be unwilling to express opinions or attitudes or to take any position on issues without first consulting their constituent group. This can seriously delay the committee's operations. Each committee member should give his own opinion. Potential committee members should be told that membership in a particular interest group is considered evidence of an important interest in some phase of the community. Also, the identification of certain committee members as official representatives of interest groups may constrain interaction. Furthermore, others of the represented group may feel that the appointment does not constitute a valid representation of the group's interests.

Increasing the Effectiveness of the Committee

A committee provides means for departmental personnel to interact with important representatives of the community. The committee must be given meaningful assignments. Participation will either decline or become ineffective if members are not given significant tasks to accomplish and recognition for their contributions. The Department should be prepared and noticeably willing to serve its committee in the following ways:

- (1) Provide the staff support required for scheduling and conducting committee meetings and activities including preparation of meeting notices and agenda, recording of minutes and distribution of material aid, etc.

- (2) Provide information systematically and dependably to enable committee to intelligently analyze the problem and suggest solutions.
- (3) Provide some means through use of such techniques such as group discussions, questionnaires, and maps by which committee members can contribute at each meeting and feel that their time is being well spent.
- (4) Demonstrate the value of committee contribution by acknowledging usable data and problem solutions, and outline the procedures by which committee input will be considered in the decisionmaking process.
- (5) Help the committee sponsor and conduct community forums, workshops, and other meetings.
- (6) Recognize the committee chairman and other members at public meetings and urge committee members to assume active roles such as serving as chairman of meetings, presenting information, etc.
- (7) When decisions are made by policy-determining bodies, inform committee members of such action and the reasons why such decisions were reached. Nothing is more discouraging than to spend time studying a problem and then never knowing how committee reports were used by decision makers.

COORDINATING METHODS

It cannot be overemphasized that several methods and techniques should be used to implement community involvement plans. To the extent feasible, each method (or event) in the program should include some reference to previous and/or future events. For example, public meetings and newsletters can be used to recruit committee members.

Citizens expressions of opinions, attitudes, and preferences should always be facilitated. People should be offered various opportunities to respond to project plans. Polls, surveys, and workshop discussions should be designed to give participants an opportunity to answer such questions as:

"Have you had an opportunity to participate in planning activities in (Your community) before?"

"Are you interested in participating in the planning for the new highway by: Receiving the newsletter? _____ Serving on a committee? _____ Attending the next workshop? _____"

"Have you read the newsletter? If yes, do you find it worthwhile?"

"Did you attend the workshop at the High School in May? If so, did it help explain the issues to you?"

"Would you like to be placed on the team's mailing list? If your answer is "yes" to any of these questions, please give your name, address, and telephone number."

Answers to such questions will help the team coordinate methods of involvement and evaluate their effectiveness.*

The Public Meeting

To many, community involvement is synonymous with public meetings in which citizens can hear about the projects, express their opinions on the issues involved, and support solutions. Experience has cast some doubt on the utility of public meetings as the sole basis for community involvement. Nevertheless, such meetings are an important component of most successful community involvement programs.

*Evaluation methods are discussed in Part IV.

Advantages:

- (1) Is recognized by the public as an opportunity for participation.
- (2) Provides opportunity to present and obtain information.
- (3) Gives potential project proponents or opponents a chance to state their feelings.
- (4) Gives the team, as a group, an opportunity to present its findings and recommendations.

Disadvantages:

- (1) Special interest groups may dominate discussion and intimidate the average citizen.
- (2) Persons able and willing to attend and participate in public meetings are usually not a representative sample of the community's total population.
- (3) Such meetings sometimes polarize public opinion "for" and "against" the project.
- (4) Participants often dwell on extraneous issues and ignore vital ones.
- (5) Generally public meetings have limited utility for obtaining information from the community pertinent to the planning issues or for facilitating cooperative planning activity.

Improving the Effectiveness of Public Meetings

Experience in highway planning has demonstrated that the most effective meetings are those carefully planned to involve the participants. While the structure of the meeting may vary, four factors are critical: 1) the staff must describe the project and its attendant community issues clearly and

concisely; 2) there must be ample opportunity for participants to discuss various matters and to ask questions; 3) assurance must be given that any unanswered questions will be further investigated; and 4) the team should demonstrate that each participant's contribution has been recorded and that his attitudes, opinions, and questions will be duly considered.

In conducting the discussion session, team members or others responding to questions should not engage in lengthy philosophical discussions. If a satisfactory answer cannot be expressed by a very brief statement, it should be deferred until a subsequent public statement can be distributed. The staff must not openly debate participants of differing opinions. If one member should try, the chairman should immediately cut him off, saying: "We certainly will have to consider that issue more seriously". Neither should the team try to sell its own concepts or ideas at public meetings. It should give the participants a sound basis for evaluating the significant planning issues.

If the audience is large the following technique is suggested. All questions are recorded on a blackboard before any are answered. The chairman can then organize the questions into logical categories and eliminate the redundancies. While doing so, he should explain his thinking and ask the audience for its opinion. This exercise not only will help the team to formulate its answers but will also help the participants to analyze the relationships between design factors and community issues. Citizen participation in a public meeting should involve more than asking questions of the chairman. All participants should be encouraged to answer questionnaires, if not too long or complicated, and to direct written questions or comments to the whole team or to a particular member.

Workshops

A public workshop is one of the better formats for allowing the team to demonstrate the complexities of the problem and to explain the critical issues. The workshop procedure which has proved to be most useful by Department of Highways and other organizations is as follows:

- (1) Brief factual presentation.
- (2) Form small discussion groups (6 to 10 persons)
- (3) Each group selects discussion leader and spokesman.
- (4) Discussion directed toward two or three basic questions predetermined.
- (5) Team member serves as recorder and facilitator.
- (6) Spokesman for each group reports conclusions of group.
- (7) All persons attending meeting complete questionnaire so views of each person can be obtained.
- (8) Open discussion by all members at meeting.

Advantages:

- (1) Permits direct participation of citizens in the problem-solving process, giving them a better understanding of the difficulty of finding feasible alternatives.
- (2) Facilitates accommodation among opposing special interest groups.
- (3) Stimulates direct interaction between citizens of the community and team members.

Disadvantages:

- (1) Requires more pre-planning and preparation than a general meeting.
- (2) May permit only relatively small groups because large groups are difficult to accommodate unless special meeting facilities are available.

Public Hearings

Because the legally required public hearing has the disadvantages common to most public meetings (see p.33)it has been highly criticized by most practitioners of community involvement, but it does serve several useful purposes. The hearing is held when the team has already outlined alternative courses of action and is ready to recommend its preferred route. However, the general public has come to recognize the public hearing as one of the major opportunities to obtain information about the details of the projects proposed and to give their views to decision makers. Therefore, the public hearing format should provide opportunities for citizens to ask questions, receive answers, and generally speak their minds.

PART IV

EVALUATION OF TEAM'S EFFORTS AND EFFECTIVENESS

How effective were the efforts of the team in bringing about community involvement on the project? What techniques and methods of community involvement were productive? Were team members benefitted? Did community involvement help them to do a better job of planning? In what ways? Does the process of community involvement result in better "solutions" to the transportation needs of the community? Does it result in better working relations for the District Engineer and his staff and for the interdisciplinary team? Does it result in greater satisfaction for the citizenry of the community?

These are some of the important questions which the team should ask itself when evaluating its community involvement program. The planning process is a continuing one; the team should view its current assignment as just one of many for which community involvement will be required. Furthermore, the current project may entail the team's first systematic, monitored involvement of citizenry in transportation planning. Team members will be greatly aided in future assignments if they collectively and individually assess this first effort with care. It may or may not be necessary or even desirable to formally evaluate every subsequent community involvement program. However, criteria for evaluating such programs are useful for planning and implementation purposes even if the criteria are not used for evaluation purposes.

HOW TO EVALUATE

The basic strategies of evaluation discussed below are self-evaluation and staff review. The team both individually and collectively should rate (a) the quality of the team's efforts, and (b) the effectiveness of the community involvement plan.

The individual ratings are valuable because they reflect the unique experience of each member in the planning process. The ratings may vary with the degree of responsibility each member had to implement the community involvement plan, and with the methods and techniques he used. Collective ratings are valuable because they provide a comparison with the individual ratings.

Individual ratings require that each team member describe his efforts to achieve community involvement in the tasks assigned to him. This report identifies techniques for community involvement in Part II. These are represented in Chart 1. Four major stages or "milestones" in the planning process are identified in Part II. At each stage, community involvement is needed. These are represented in Chart 1.

This chart serves as a checklist which enables the team member to report the full range of activities he engaged in during the implementation of the Community Involvement Plan. It describes what he did, with whom, at what times, etc. It details his efforts toward community involvement.

Each team member should judge the advantages and disadvantages of citizen involvement during his phases of the work. He is also asked to evaluate the satisfaction of the citizenry with the methods and the results obtained. The team member's report on this phase of his work can be guided by the questions set forth in Chart 1.

Collective Ratings

A Collective Rating System is the second procedure for evaluating the effectiveness of the total community involvement effort. The collective assessment is derived partly from a synthesis of the reports of the separate team members

CHART 1 - Rating of Effort Spent in Implementation
of Community Involvement Plan

Techniques of Community Involvement

Milestones or Stages of Community Involvement	Techniques of Community Involvement			
	Mass Media	News- letters & Brochures	Public Meetings & Workshops	Surveys & Question- naires Other

A. Organization of
the Community
Involvement
Program

B. Preliminary
research
findings of
problems and
conditions.

C. Development
of "alter-
native"
solutions

D. Refinement of
Plan; making
decisions about
Plan alter-
natives.

and partly from a comprehensive evaluation of the effectiveness of the team in meeting the goals of the Community Involvement Plan.

Implementation of the Community Involvement Plan (Directive D 31-18) requires six types of activities:

1. Providing the public with information about the transportation problems and plans to correct them;
2. Involving local government officials in planning and decision making;
3. Obtaining the views and opinions of citizens and their leaders including both those who will benefit and those who will suffer as a result of the project;
4. Assessing the values, goals, and attitudes of residents affected by the transportation project;
5. Maintaining a continuous liaison with representatives of the community to assure the flow of ideas and views; and
6. Identifying, reviewing and considering the community input in the decision making process.

Interdisciplinary teams should prepare a statement appraising the success had in achieving these objectives collectively. This statement should not include what the individual members of the team say they did and how well they did it, although such a summary is an integral part of the collective appraisal. The collective appraisal should also allow the team member to evaluate the work of his peers, and the work of the entire team. The review of the individual team members reports plus the comparison of the project activities with the stated objectives of the Community Involvement Plan, offers a good opportunity to realistically assess successes and failures, to discover omissions or needless duplications and to discover ways of developing better programs of community involvement in the future.

V. Appendix

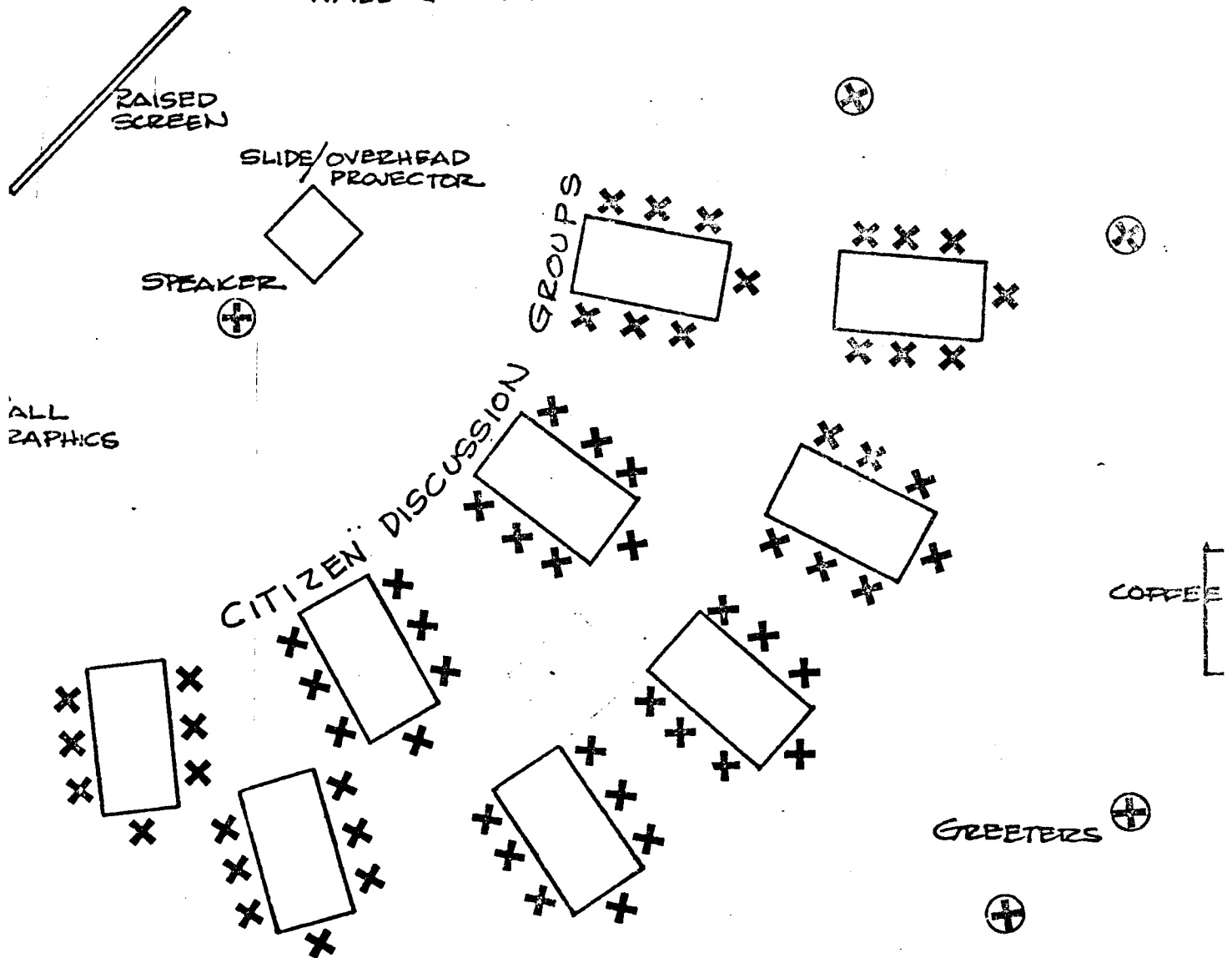
CATALOG OF COMMUNITY INTERACTION TECHNIQUES

COMMUNITY INTERACTION TECHNIQUES			
INFORMATION GATHERING	INFORMATION DISTRIBUTION	INTERACTION	SPECIAL PURPOSE
EXISTING SOURCES COMPILED STATISTICS DESCRIPTIVE INFORMATION WORKING WITH LOCAL OFFICIALS MONITORING NEW DEVELOPMENTS ANALYZING PLANS, PROGRAMS, AND REPORTS MONITORING MASS MEDIA NEWSPAPERS RADIO AND TELEVISION OTHER MEDIA FIELD WORK SURVEYS	POSTERS, BILLBOARDS, AND SIGNS MAIL NOTICES, BROCHURES, NEWSLETTERS, FLIERS NEWSPAPERS LEGAL NOTICES ADVERTISEMENTS NEWS ARTICLES FEATURE COLUMNS AND ARTICLES NEWS RELEASES LETTERS TO THE EDITOR RADIO AND TELEVISION ANNOUNCEMENTS NEWS COVERAGE TALK SHOWS AND COMMUN- ITY ORIENTED PROGRAMS DOCUMENTARIES COMMUNITY ORGANIZATIONS DISPLAYS, MAPS, MODELS	SMALL GROUP MEETINGS WORKING MEETINGS WORKSHOPS HEARINGS AND OTHER LARGE PUBLIC MEETINGS FIELD OFFICES PUBLIC INFORMATION CENTERS ADVISORY COMMITTEES, STEERING COMMITTEES, OTHER GROUPS	REFERENDA TECHNICAL ASSISTANCE MEDIATION AND ARBITRATION OMBUDSMAN CHARENTE

FORMAT 1

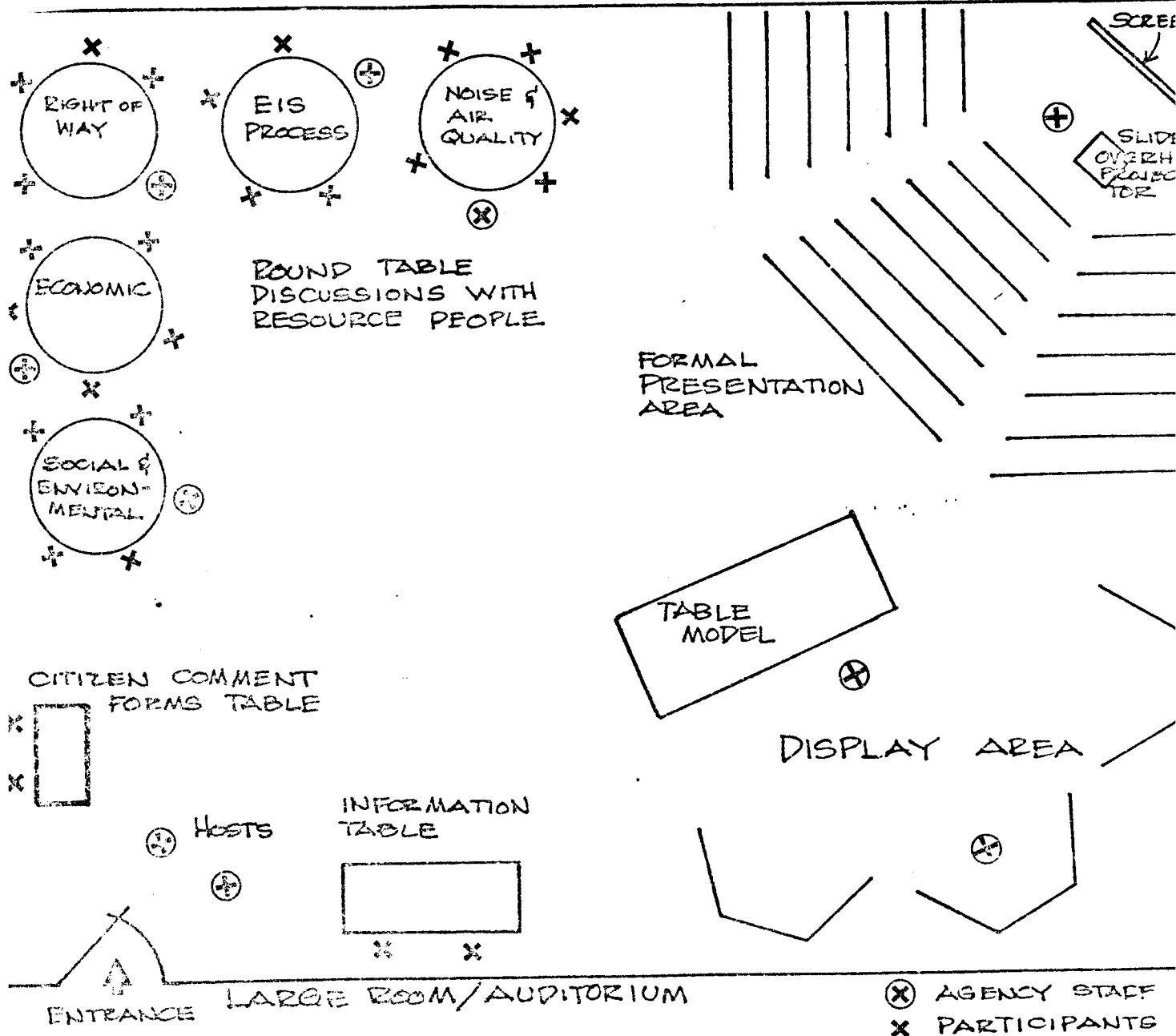
COMMUNITY WORKSHOPS

WALL GRAPHICS



FORMAT 2

COMMUNITY MEETING/PUBLIC HEARING



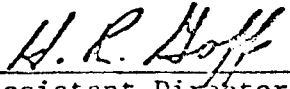
DEPARTMENT OF HIGHWAYS

DIRECTIVE

NO. D 31-18 (PP)

Effective Date:

May 7, 1974


Assistant Director for
Planning, Research

COMMUNITY INVOLVEMENT IN PROJECT DEVELOPMENT

I. INTRODUCTION

A. PURPOSE:

To provide guidelines to implement the Action Plan by establishing and implementing comprehensive community involvement programs that meet the specific needs of various types of projects.

B. SUPERSESSION:

IL 31-18 (PP), "Community Involvement"

C. REFERENCES:

1. M 31-10 (PP), "Action Plan"
2. PPM 90-4, "Process Guildelines (Social, Economic and Environmental Effects on Highway Projects)"
3. D 31-12 (PP), "Interdisciplinary Approach to Project Development"
4. D 22-52 (HR), "Public Hearings".
5. D 22-52.1 (HR), "Public Hearing Procedures".

D. DEFINITIONS:

1. Community Involvement: The process that includes the participation in transportation planning and design of all segments of the public; elected and appointed officials, private citizens and organized groups.
2. Public: The people as a whole, the community at large. The public is the generalized concept of community because the action or inaction of governmental agencies affect virtually all individuals, groups and institutions.

3. Community Involvement Plan: A plan which identifies the specific objectives, activities, and techniques to be utilized to involve the public and assigns responsibility to undertake these activities.

II. RULES

A. GENERAL

The Department of Highways seeks the participation of the public and of other agencies in the development of transportation projects to achieve viable solutions to transportation problems that reflect the values and desires of the public. To be effective, community involvement programs that are devised and implemented must be meaningful for citizens and those agencies charged with providing satisfactory transportation services.

B. REQUIREMENTS AND RESPONSIBILITY FOR THE PREPARATION AND APPROVAL OF A COMMUNITY INVOLVEMENT PLAN.

1. A community involvement plan which includes activities to be undertaken and the assignment of responsibility to undertake such activities is required for all Group 1 and 2 projects. (See D 31-12 (PP), "Interdisciplinary Approach to Project Development".) For Group 1 projects, the plan is prepared by the Interdisciplinary Team member(s) appointed to the Team for that purpose and is then reviewed and adopted by the entire Team. For Group 2 projects, the plan is prepared by an Interdisciplinary Team member if an Interdisciplinary Team is appointed, or if no formal Team is established, by a District staff member assigned by the District Engineer. For Group 3 projects, a formal community involvement plan is not required. However, action must be taken to inform the public of the need for the project, the improvements to be made and methods by which citizens can express their views and receive additional information. District staff members as assigned by the District Engineer are designated to undertake these activities and provide for consideration in the decisionmaking process.
2. The community involvement plan is prepared as part of the Study Plan and will be reviewed and approved by the District Engineer and the Assistant Director for Planning, Research and State Aid if the project is in the location stage of project development, or the Assistant Director for Highway Development if it is in the design stage.

C. DEVELOPMENT OF A COMMUNITY INVOLVEMENT PLAN

The community involvement plan will include specific methods or techniques to achieve the objectives and activities listed below and assign responsibility for performing such activities:

1. Provide information to the public. Information concerning transportation problems, progress of study, means by which citizens can participate, alternative courses of action, findings of studies, decisions reached by policy-determining bodies, and reasons for reaching such decisions and other items should be covered. Techniques especially adapted for this objective include news releases, publications, television programs, film strips, drop-in centers, meetings and/or various other approaches.
2. Coordinate with and involve local governmental officials in studies being undertaken and provide for inclusion of their views in the decisionmaking process.
3. Obtain views and opinions of citizens and their opinion leaders. Provisions will be made by which residents of the various segments of community can express opinions, exchange views, ask questions, and discuss alternative courses of action which might be taken to solve transportation problems. This includes views of minority groups and those who will receive potential benefits and those adversely affected. Provisions for this will be undertaken prior to the hearing for each project. In addition, provision should be made to obtain opinions of a cross section of the community. Various techniques may be used to obtain opinions of citizens but usually several methods are required.
4. Assess values, goals and attitudes of residents of the area affected. This should relate to development of the area in general as well as to factors concerning transportation. These values and attitudes may be determined through such techniques as surveys, goals contained in comprehensive plans, resolutions or statutes enacted by state or local governments, newspaper comments, interviews with opinion leaders, etc. Methods adopted should serve as a means of identifying various groups or individual interests including those who will benefit, those adversely affected and minorities.
5. Maintain a liaison with representatives of the community to assure continuous flow of information and views. Advisory committees, systematic individual consultations, small group meetings with different types of opinion leaders, or other approaches may be utilized.
6. Identify and consider community input in the decisionmaking process. Since decisions must be made at all stages as the project progresses, the procedures developed in the plan will provide means for consideration of public input in project development and by policymaking bodies. A report containing view of citizens, local officials and organized groups obtained through public meetings, surveys, etc., will be made available to decision makers.

D. METHODS AND TECHNIQUES

1. Some of the methods which can be used to involve and advise the public during the project development phase include the following:
 - a. Systematic contact with opinion leaders within the study area;
 - b. Establishment of advisory committees of elected and appointed local officials and private citizens;
 - c. Publication of newsletters or small brochures;
 - d. Location brochures;
 - e. Surveys of desires and attitudes of the public concerning transportation;
 - f. Community meetings and workshops;
 - g. Development of slides and film strips for use in a variety of ways;
 - h. Press, radio and television coverage;
 - i. Development of small groups in neighborhoods or by specific interest;
 - j. Presentation to various service, civic and other organizations;
 - k. Systematic use of community-wide study programs by various groups;
 - l. Drop-in centers;
 - m. Radio and television question and answer programs.
2. A community involvement plan should incorporate a number of different ways in which citizens might receive information and make their desires known. Community involvement programs should begin as early as possible to insure participation throughout the developmental stage. However, care should be taken not to involve the public before sufficient data is available with which individuals and groups can work.

E. IMPLEMENTATION OF PLAN

The implementation of the community involvement plan must necessarily be a joint undertaking between the District staff and the Interdisciplinary Team since various departmental resources will be involved. On Group 1 projects, the Interdisciplinary Team member(s) responsible for plan development will assume a major role in coordinating the

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overall implementation of the plan, but the entire Team and District personnel not serving as members of the Team will be involved to the extent required. For Group 2 and 3 projects, the District Engineer will assign responsibility for implementation of the community involvement activities.