
CIRCULAR

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Third National Community Impact Assessment Conference

**Community Impact Assessment in the 21st Century:
*Making Connections and Building Relationships***

**Madison, Wisconsin
*August 19–21, 2002***

**TRANSPORTATION RESEARCH BOARD
OF THE NATIONAL ACADEMIES**

Third National Community Impact Assessment Conference

*August 19–21, 2002
Madison, Wisconsin*

Hosted by
Wisconsin Department of Transportation

Sponsored by
Transportation Research Board
Federal Highway Administration

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Contents

| | |
|---|----|
| <i>Introduction</i> | |
| THE MADISON EXPERIENCE | 6 |
| ABOUT THE CONFERENCE | |
| Brenda Kragh, <i>Chair, TRB Community Impact Assessment Joint Subcommittee</i> | 7 |
| What Is Community Impact Assessment? | 8 |
| Why Is CIA Important? | 9 |
| <i>Day 1</i> | |
| WELCOME AND OPENING REMARKS | |
| Sue Bauman, <i>Mayor of Madison, Wisconsin</i> | |
| Tom Carlsen, <i>Acting Secretary, Wisconsin Department of Transportation</i> | 11 |
| <i>Day 1 General Session</i> | |
| ADDRESSING CHANGE | |
| What Makes a Healthy Community? | |
| Lloyd J. Thomas, <i>HMC²</i> | 12 |
| What Is Social Infrastructure? | |
| Byron Robertson, <i>Innovative Ideas Consulting</i> | 12 |
| How Can We Integrate this Concept and Knowledge into Our Transportation Decision Making? | |
| David Arnold, <i>Arnold and Associates Consulting</i> | 14 |
| <i>Day 1 Session 1 Interactive Exercise</i> | |
| CONFERENCE PARTICIPANTS PROFILE | |
| Louise Smart, <i>CDR Associates</i> | 16 |
| <i>Day 1 Session 2</i> | |
| OVERVIEW OF CIA—A PRIMER | |
| How Do Environmental Justice and Public Involvement Fit into CIA? | |
| Mary McDonough-Bragg, <i>Planning and Environment Team, FHWA Midwestern Resource Center</i> | 17 |
| Leigh B. Lane, <i>Environmental Planning Consultant</i> | 19 |
| Leroy Erwin, <i>Environmental Management Office, Florida Department of Transportation</i> | 20 |

Day 1 Session 3
AN OVERVIEW OF “SMART GROWTH” PLANNING
Wisconsin’s Comprehensive Planning Law
Kassandra Walbrun, *Wisconsin Department of Transportation*23

Day 1 Lunch Program
MENOMINEE–POTAWATOMI TRADITIONAL DANCER
Art Shegonee, *Bayview Foundation, Inc.*24

Day 1 General Session
COMMUNITY IMPACT ASSESSMENT AND
CONTEXT-SENSITIVE DESIGNS AND SOLUTIONS
How Are They Connected?

The Marquette Interchange Project, Milwaukee, Wisconsin
Tom Kindschi, *HNTB*26

New Jersey DOT’s Approach
Gary Toth, *Project Planning and Development, New Jersey*
Department of Transportation27

Change, Vision Planning, Participation, and Community Capacity
Sue Thering, *Department of Landscape Architecture, University of Wisconsin*29

Day 1 Breakout and General Session
COMMUNITY VISION PLANNING
Hands-On Workshop.....31

Day 2 General Session
IT’S LARGER THAN TRANSPORTATION
What Story Does the Community Have to Tell Us?
Hanah Jon Taylor, *Boys and Girls Club of Dane County*.....32

Day 2 Breakout Session 1
MAPPING SACRED PLACES
How Can We Identify Those Special Places That Define A Community?
What Do We Do with This Information in
Our Transportation Decision Making?
Barbara Toren, *Izaak Walton League*
Linda Horvath, *SmithGroup/JJR, Inc.*33

| | |
|---|----|
| <i>Day 2 Session 2</i> | |
| ENGAGING LOW-INCOME AND MINORITY POPULATIONS | |
| Effective CIA Techniques and Lessons Learned, Including Those from a Recent Project in South Carolina | |
| Anne Morris, <i>Wilbur Smith Associates</i> | 37 |
| <i>Day 2 General Session</i> | |
| KICK-OFF FOR MOBILE WORKSHOP | |
| Fred Kent, <i>Project for Public Spaces</i> | 40 |
| <i>Day 2 Mobile Workshop: Field Trip</i> | |
| PLACE-MAKING | |
| How to Look at Place: Hands-On Experience with the Data-Gathering Method | |
| Tony Gold, <i>Project for Public Spaces</i> | 43 |
| <i>Day 3 Breakout Session 1</i> | |
| ADDRESSING CULTURAL DIFFERENCES | |
| What Do We Need to Know About Cultural Differences When Projects Impact Multi-Ethnic or Multiracial Communities? How Can We Be Most Effective? | |
| Louise Smart, <i>Facilitator, CDR Associates</i> | 45 |
| Thai Ying Lee, <i>Southeast Asian</i> | 45 |
| Art Shegonee, <i>Native American</i> | 46 |
| Hanah John Taylor, <i>African-American</i> | 46 |
| Romilia Schlueter, <i>Hispanic</i> | 48 |
| <i>Day 3 Breakout Session 2</i> | |
| INCLUSIVE TRANSPORTATION DECISIONMAKING | |
| What Is It? What Can We Learn from These External Stakeholders? What Can We Do Differently as Transportation Decision Makers? How Can We Get Citizens Involved Earlier in the Process? | |
| K Lynn Berry, <i>Facilitator, Southern Resource Center</i> | |
| The Viroqua, Wisconsin, Experience | |
| Nancy Rhodes, <i>Bed and Breakfast Owner</i> | 49 |
| Road Construction Affects Everyone! | |
| Ingrid Mahan, <i>Viroqua Main Street Program Manager</i> | 51 |
| Addressing Public Concerns | |
| Jim Engle, <i>Bureau of Downtown Development, Wisconsin Main Street Program</i> | 54 |
| Incorporating Community Values | |
| Dave Cieslewicz, <i>1000 Friends of Wisconsin</i> | 56 |

Day 3 Breakout Session 3

BEYOND CONCEPTS

How to Implement Context-Sensitive Design

Leigh B. Lane, *Facilitator, Environmental Planning Consultant*

Addressing Water Quality Issues

Roger Bannerman, *Department of Natural Resources*57

Designing For Quality of Life

Jane Grabowski-Miller, *Middleton Hills Development*58

Approaching Reconstruction

Larry Nelson, *City of Madison*.....60

Including Bicycle Lanes

Chuck Strawser, *Bicycle Federation of Wisconsin*61

Day 3 Lunch Program

**CIA IN THE FEDERAL HIGHWAY ADMINISTRATION'S
DECISION-MAKING PROCESS**

Eugene Cleckley, *FHWA Southern Resource Center*63

Day 3 General Session 1

DEVELOPING A COMMUNITY VISION

**How the CORPlan Model Was Used to Develop a Community Vision for
Charlottesville, Virginia, and Surrounding Area—An Integrated
Land Use and Transportation Modeling Effort**

Hannah Twaddle and Christopher Sinclair, *Renaissance Planning Group*64

Instructions for “Dot Map” Development Game

Hannah Twaddle and Christopher Sinclair, *Renaissance Planning Group*66

**The Impact of Alternative Economic Development and Land Use Options
Using the Wisconsin Economic Impact Modeling System**

Steve Deller, *Department of Agriculture and Applied Economics,
University of Wisconsin*67

Day 3 General Session 2

EFFECTIVE IMPLEMENTATION OF CIA

**How the CIA Worked on the Martin Luther King, Jr., Boulevard
Project and the I-5 Partnership in Portland, Oregon**

Martin Luther King, Jr., Boulevard Project

Dan Layden, *City of Portland*.....69

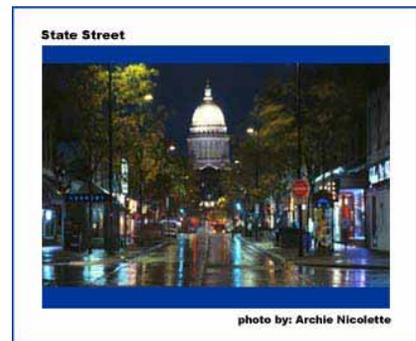
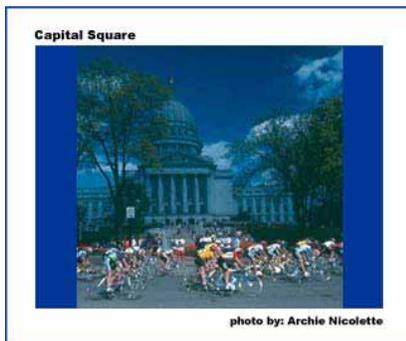
| | |
|--|-----|
| I-5 Partnership | |
| Kate Deane, <i>Oregon DOT</i> | 70 |
| | |
| <i>Day 3 Summary Session 3</i> | |
| TAKE SOMETHING WITH YOU | |
| Parables to Challenge Us | |
| | |
| How the Milky Way Came to Be | |
| Melinda Bailey, <i>Storyteller</i> | 77 |
| | |
| Zoo Story | 78 |
| | |
| APPENDIX A: FINAL PROGRAM | 79 |
| | |
| APPENDIX B: LIST OF ATTENDEES | 83 |
| | |
| APPENDIX C: TRB COMMUNITY IMPACT ASSESSMENT | |
| JOINT SUBCOMMITTEE MEMBERS | 100 |
| | |
| APPENDIX D: PRESENTER INFORMATION | 106 |

INTRODUCTION

The Madison Experience

The location of the Third National Community Impact Assessment Conference was in the beautiful city of Madison, Wisconsin. The best of all worlds was to be found in Wisconsin's vibrant capital city and picturesque surrounding towns: natural beauty and outdoor recreation, stimulating cultural offerings, distinctive restaurants and shops, and an irreverent spirit of fun. Built on an isthmus between lakes Monona and Mendota, Madison is renowned for its beautiful scenery. A total of five area lakes and over 200 parks provide an abundance of year-round outdoor activities, from hiking, biking, swimming, and sailing along with cross-country skiing, snow sailing, and ice fishing. Urban culture, natural beauty, small town charm—the greater Madison area offers it all!¹

A progressive, cosmopolitan city of over 200,000, Madison is home to the world-class University of Wisconsin, the seat of state government, and an eclectic, electric atmosphere that energizes any visitor's stay. Madison offers both small town charm and a range of cultural and recreational opportunities usually found in much larger cities. A host of picturesque communities, many retaining their strong ethnic heritage, surrounds the city. Also the home to the highly acclaimed University of Wisconsin-Madison, this area is bursting with exceptional attractions for visitors of all ages—and interests.¹ There simply could not have been a better place for a conference that was focused on community issues.



¹ Greater Madison Convention & Visitors Bureau, 615 East Washington Avenue, Madison, WI 53703, www.visitmadison.com.

INTRODUCTION

About the Conference

BRENDA KRAGH

Chair

TRB Community Impact Assessment Joint Subcommittee

As the Federal Highway Administration (FHWA) Headquarters' technical specialist for Community Impact Assessment (CIA) and Chair of the Transportation Research Board (TRB) CIA Joint Subcommittee (JS), I want to thank the Wisconsin Department of Transportation for hosting the Third National CIA Workshop in Madison, especially Ms. Susan Fox in the Office of Environmental Analysis. Her tireless efforts made this conference happen—and happen well. The workshop's informative and varied program offered several community partners' perspectives. This added to an interesting, well-rounded learning experience. I would also like to thank the many cosponsors and speakers for their part in making the workshop a success.

The TRB CIA JS has its roots as an informal group of CIA practitioners who came together for a common purpose in 1995. As interest grew, the group approached TRB and, in 2001, became the TRB CIA JS, under three TRB Committees and with ties to the TRB Task Force on Environmental Justice. Our “parent” committees are A1C06, Social and Economic Factors in Transportation; A1D04, Public Involvement in Transportation; and A1F02, Environmental Factors in Transportation. The 30-member Core Group includes 18 state DOT practitioners, five from FHWA, four contractors, and one each from FTA, a transit provider, and an academic.

This was the Third National CIA Workshop, with the First in Tampa in 1998 and the Second in San Diego in 2000. The two 2001 regional CIA workshops were in Newark, NJ, and Raleigh, NC; two are planned for 2003—in Spokane, WA (April), and Indianapolis, IN (September). ME DOT will host the Fourth National CIA Workshop in South Portland, ME, in August 2004. A CIA practitioner network has been created and there is an FHWA/FL DOT CIA website up and running (www.ciatrans.net). Technical assistance is being offered, and state courses and information are shared across boundaries. None of this would have happened without the enthusiastic support of the State DOTs' management and JS Members and contractors, FHWA “seed money,” and TRB “know-how.”

It is hoped that impacts on the human environment are given at least comparable attention and consideration by practitioners as are afforded to the natural environment during transportation decisionmaking. Informed decisions are generally better decisions.

The concepts of community and quality of life are not new. The transportation industry grew quickly as a way to improve America's quality of life. However, social change has been slower to evolve. In 1964, Congress legislated nondiscrimination in the Civil Rights Act of 1964, specifically Title VI of that Act. Several subsequent laws contain wording similar to that of Title VI. The good-times building boom following World War II was taking its toll on the natural environment. In 1969, Congress enacted a law to protect the environment through passage of the National Environmental Policy Act (NEPA). The very next year, in the 1970 Federal-aid Highway Act, Congress ensured the Federal Highway Administration (FHWA) would consider the possible impacts from transportation decisionmaking on people and their

communities by creating 23 USC 109(h). This statute was originally unique to FHWA, but was adopted by the Federal Transit Administration through joint environmental regulations with FHWA. It requires that a specified list of social, economic, and environmental impacts, as a minimum, be fully considered during transportation decisionmaking. With the FHWA Environmental Policy Statement of 1990/Intermodal Surface Transportation Efficiency Act of 1991, there was a refocusing on our cultural diversity. Practitioners were reminded to maintain their focus on all groups making up the human environment, particularly those protected by statute. As stewards of transportation dollars, we each need to become an advocate, a champion, an ombudsman for these and other groups to ensure all mobility needs are addressed.

Although laws were in place in 1964, 1969, and 1970 to protect the human environment, it was not until the 1990s, after the FHWA NEPA process had been well established, that environmental policy began to focus more on the man-made/community aspects of the environment under 23 U.S.C. 109(h). Since 23 U.S.C. 109(h) has no federal permitting agency beyond FHWA and FTA, it is imperative that FHWA and its surrogates, the state DOTs, take an active role in its implementation. In just a few years, with the help of our partners, big strides have been made in the area of community impact assessment. The cultural and statutory evolution, including Title VI, NEPA changes, environmental policy shifts, the planning changes of ISTEA and TEA-21, and increased recognition of the value of public involvement have eased the way for full consideration of impacts on the Human Environment and Community Impact Assessment during transportation decisionmaking. However it must be understood that even good public involvement is no substitute for a good assessment of community impacts. CIA looks at a community as a whole entity, from many perspectives. To read NEPA and the 23 USC 109(h) requirements is to understand this holistic approach—community cohesion, public facilities, the built environment, tax base impacts, and so on. Communities need regular oversight and care to recognize how change, whether evolutionary or induced, affects the whole community. Community concerns must be taken into account throughout the transportation decisionmaking process, beginning early in planning and continuing through project development, implementation, operation, and maintenance.

In summary, the Community Impact Assessment movement is about making better transportation decisions. These decisions should strive to improve the quality of life for all persons in our society. The Joint CIA Subcommittee has taken the charge to advance the state of the art practice in CIA. We welcome all those interested in working with us to meet this charge. Together we will meet transportation needs in a way that honors community values.

WHAT IS COMMUNITY IMPACT ASSESSMENT?

Community Impact Assessment, or CIA, is an iterative process of understanding potential impacts of proposed transportation activities on affected communities and their sub-populations throughout transportation decisionmaking (see Community Impact Assessment website, www.cia.trans.net). Assessments should focus on issues that affect the community and the quality of life of its people. Issues of usual concern include safety; mobility/access; community cohesion; displacement of people, businesses, and farms; adverse employment effects; tax and property value losses; noise; access to public facilities and services; aesthetic values; destruction or disruption of man-made and natural resources; disruption of desirable community growth; nondiscrimination; and other community issues. As mitigation is proposed, anticipated impacts of that mitigation on the community and its sub-populations must also be considered.

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|  | <p>Important components of CIA include:</p> <ul style="list-style-type: none"> • A holistic process in a dynamic setting; • Public involvement is essential throughout the process; • Define the project area and area of impact; • Develop a community profile; • Analyze impacts; • Identify solutions; and • Document the process, findings, and commitments. |
|---|--|

Transportation planners must consider both the benefits and burdens of their decisions. Detailed documentation of activities, data, findings, decisions, and commitments is critical for continuity.

WHY IS CIA IMPORTANT?

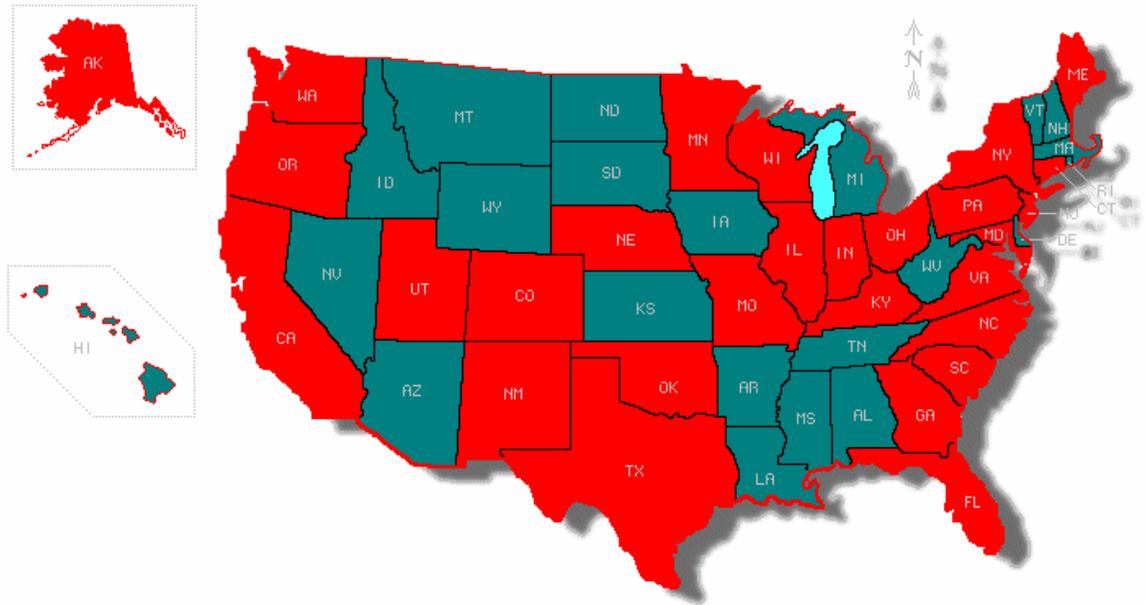
Transportation actions require resources (time, staff, money, etc.), and can have significant immediate as well as long-term economic and social consequences on communities. These consequences can either be positive or negative. Communities who must live with the results of transportation decisions should be told how such decisions will likely affect them. These decisions should be available before decisions are implemented, when changes are easier to make. Public involvement is an essential tool for revealing potential impacts and community concerns. Known concerns can be addressed early to minimize delay and unexpected outcomes.

Government agencies must work closely with communities in order to maintain or improve our quality of life. Activities to help achieve these goals include:

- Use collaborative problem solving;
- Promote openness and inclusiveness in transportation decisionmaking;
- Keep public informed throughout transportation decisionmaking with periodic “status” updates, especially when active involvement is at an ebb;
- Build working relationships with local agency staff and the public;
- Use local contacts and community leaders to help identify and verify the likely community issues and concerns; and
- Establish a commitment compliance process that tracks commitments until successfully implemented.

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|  | <p>The goal of the transportation professional is to help meet the access and mobility needs of all people through system planning; program and project planning, funding, development, and implementation; and operation and maintenance. The community impact assessment (CIA) process shows transportation professionals how to reach this goal with community support. It encourages understanding community issues, concerns, wants, and needs, and taking them into consideration throughout transportation planning, program and project development, and program and planning implementation and maintenance. A key tool in this process, throughout transportation decisionmaking, is effective public involvement.</p> |
|---|---|

- - Participating
- - Not Participating



States participating (presenting or attending) in Third National TRB Community Impact Assessment Conference, August 2002.

DAY 1

Welcome and Opening Remarks

SUE BAUMAN

Mayor of Madison, Wisconsin

TOM CARLSEN

Acting Secretary

Wisconsin Department of Transportation

Mayor Bauman provided an introduction to the city of Madison. She remarked that “Madison thrives on community involvement.” She continued by expressing that everybody can and should express their opinions and that, in fact, this process creates better projects.

Acting Secretary Carlsen welcomed everyone to Wisconsin. He remarked jokingly on the acronym for Community Impact Assessment (CIA). He compared the Central Intelligence Agency (CIA) to the Community Impact Assessment process by saying that both gather information and apply critical thinking and evaluation. However, rather than the covert methods used by the Central Intelligence Agency he suggested that Community Impact Assessment was meant to be an overt mission which actively seeks out participation from communities. He used a controversial interchange project in the Madison area as an example of seeking involvement to create the best overall project possible.

Addressing Change

WHAT MAKES A HEALTHY COMMUNITY?

LLOYD J. THOMAS

HMC²

In order to give the audience a sense of his message, Mr. Thomas used a change simulation model by asking everyone to move from their seats to the place in the room that represents their geographic home within the country, that being north, south, east, or west. Some people moved but most hesitated to change their location. Mr. Thomas used this as an example to reveal how difficult it is for people to change their location let alone their mindset. He further related this to the difficulties associated with institutional change.

The ideas of institutional, corporate, and citizen fidelity are explored as part of Mr. Thomas's message. The primary ideas focused on the roles and responsibilities of institutions. He asked the question, "Is the relationship fiduciary or does the relationship benefit just one party?" Institutional and corporate trust has been compromised, according to Mr. Thomas. Examples of Enron followed by Arthur Anderson, WorldCom, and United Airlines were sighted as examples of greed and mistrust. Balancing the needs of institutions and citizens is of paramount importance. Due to historical evidence of institutional abuse of communities, particularly those communities most challenged by misfortune, trust has been compromised, and this negatively affects communities' prosperity. Until a reciprocal trusting relationship is developed and nurtured, citizens will continue to be disenfranchised from decisionmaking processes.

[Click here for PowerPoint presentation by Mr. Thomas.](#)

WHAT IS SOCIAL INFRASTRUCTURE?

BYRON ROBERTSON

Innovative Ideas Consulting

The Proverbial Paradigm for Social Infrastructure is an assessment tool that helps organizations, such as the Departments of Transportation (DOTs), to develop a more comprehensive assessment of a given community for the purposes of environmental impact studies and accompanying reports that try to determine the impact of road and transportation infrastructure on a given community. The assumptions of the proverbial paradigm of social infrastructure include the following:

1. The assessment tool is developed and based upon Judeo-Christian ethics with broad-based implications for organizations concerned about assessing and developing healthy communities.
2. It challenges the current compartmentalized paradigm for assessing and engaging communities while offering a holistic approach that provides long-term solutions.
3. This model is a tool that will help organizations such as DOTs accomplish their mandate while at the same time be a facilitator of developing healthy communities along with local, city, county, and state organizations.



Seven Layers

1. Financial
2. Spiritual
3. Educational
4. Social
5. Political
6. Housing
7. Health and Environment

The proverbial paradigm for social infrastructure has seven pillars to support healthy communities. They are each described below.

- The **financial layer** is important as it represents the financial investment in the community. A healthy community must have money to exist. Questions to ask include: Are there banks? Are there living-wage jobs? Are there investment organizations or mortgage companies? Are there people educated in how to manage and invest their financial resources?

- The **spiritual layer** is important because it provides moral and ethical foundations for any healthy community. This is the basis for respect and value. Most of our laws have their basis in the Judeo-Christian ethos. Laws provide the basis for order, equity, and prosperity. Questions to ask include: Are there places of worship within the community? Is there a diversity of religious institutions that meet the needs of residents? Do the current changes in roads and infrastructure make it feasible for religious institutions to grow to meet the needs of the community?

- The **educational layer** is important as a non-negotiable investment that supports healthy communities. Education is a crucial structural layer and can be an indicator of employment, criminal activity, rental/ownership, and welfare/poverty rates. The questions to be asked include: Are there quality educational opportunities for children, adults, senior citizens, and infants? Is this education accessible to residents from a fiscal standpoint?

- The **social layer** is important because it provides positive outlets for people to interact and communicate. This has a catalytic effect in developing vibrant communities. The questions to ask include: What are the structural elements for social interactions? Are there places for adults, youth, and seniors? It is important to realize that DOTs have opportunities to structure their roads in such a way that movie theaters, senior centers, and multi-recreational buildings can be established.

- The **political layer** is important because it allows a community to be active participants in the political process and, thus, be a co-determinate of their communal destiny. The questions to be asked include: What political infrastructure is in place that gives residents political voice? Is there a place for town-hall meetings? Are the people educated about the political process? Do the people have the time (due to economic or job constraints) to engage in the political process?

- The **housing layer** is important because housing provides the physical structure needed to engage all the other structural pillars. The questions to ask include: Is there adequate housing for residents within a given community? Is the housing diverse (apartments and single-family homes) and of quality construction? Is the cost of housing in line with the economic status, i.e., the employment rate of people in the community?

- The **health and environment layer** is important because it represents the heartbeat of the next generation. The questions to ask include: Are there adequate clinics that serve the different residents within a community? Are there any environmental toxins that are or will be affecting the community because of road or transportation infrastructure changes? Are there places for exercise and healthy interaction with nature?

Mr. Robertson emphasized the need to use the pillars as a guide to assess the community's health just as a doctor would assess a patient's health before determining if surgery was a possible alternative. Infrastructure decisions affect the health of communities—and those communities most stressed are affected the most by these decisions.

HOW CAN WE INTEGRATE THIS CONCEPT AND KNOWLEDGE INTO OUR TRANSPORTATION DECISION MAKING?

David Arnold

Arnold and Associates Consulting

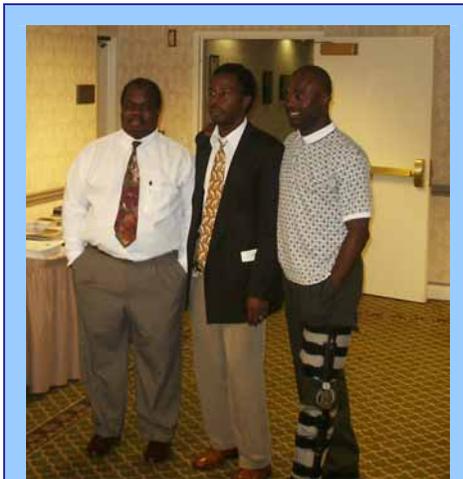
Mr. Arnold's approach to community issues relates to understanding the money implications of our decisionmaking approach. The theme of his presentation was "Can we afford to do business as usual?" He reviewed the business basics of how we make money. To accurately calculate the Post-Cost Earnings (PCE) one must know the Total Cost of Business (TCB) plus the Daily Operation Cost (DOC). Many businesses work mistakenly from the Pre-Cost Earnings rather than calculate the TCB and DOC. This leads to erroneous decisions.

Mr. Arnold describes the endeavor of buying a product for \$100 and then selling for three times that value. He asks, "What are real costs like base of operations, product delivery, distribution cost, and so forth?" He reviews types of daily operational costs like communications, supplies, debt, etc. He further expands this simple example to determining the costs of relocating people, specifically economically and educationally (E/E) challenged persons, from their community. The costs include such things as human resources, societal safety, and real expenditure of capital. He asks, "Does the money made in displacing E/E persons equal a post cost earning (PCE)?" He argues that if one considers the cost of social elements like an unstable home (lowered learning achievements), absent parents (early pregnancies and higher predisposition to crime), low education (less earning potential), less earnings (greater tax burden on others), and perpetual E/E persons (continued reduction in PCE), there will not be a post cost earning. On the contrary, this situation will end up digging a deeper hole for societal debt.

Mr. Arnold encourages the practitioner to ask the following questions before proceeding with a project:

- What will be the focus of your environmental study and why?
- How will you gather, interpret, and analyze your data for the environmental study?
- What are the comparative goals of the environmental study and project?
- Does your environmental study provide the foundation for a Neighborhood Phase-In Plan?
- Does your Neighborhood Plan coordinate with reversing E/E cost or does it simply alienate through citizen relocation?
- Does your Neighborhood Plan coordinate with the environmental study focus and community needs analysis?

The School for Life (SFL) is a community revitalization product and service that can facilitate community renewal and redevelopment. It can be reduplicated in different local, county, state, and federal locales. It can address the community infrastructure outlined in the Proverbial Paradigm for Social Infrastructure. At the end of the day, the idea is to reduce the daily operating cost and the total cost of business.



**(Left to right) David Arnold,
Byron Robertson, and
Lloyd Thomas**

DAY 1 SESSION 1 INTERACTIVE EXERCISE

Conference Participants Profile

LOUISE SMART

Partner

CDR Associates

Twenty-nine states in addition to two African countries were represented at the conference. Participants came from local, state, federal and nonprofit agencies. There were almost 40 private consultants that attended the conference. The group of participants was from varied disciplines including engineering, land-use planning, community planning, academia, civil rights, etc. Levels of experience working with CIA covered the full spectrum from very experienced to no experience at all.

Ms. Smart also challenged the participants to “inform, interact, and innovate.”

Overview of CIA—A Primer

How Do Environmental Justice and Public Involvement Fit into CIA?

MARY McDONOUGH-BRAGG

Planning and Environment Team

FHWA Midwestern Resource Center

Ms. McDonough-Bragg began by giving her philosophy on getting things accomplished by generating ideas first; then thinking about those ideas; next, moving to action; and, finally, getting results. She believes the conference is about inspiring these new ideas so that we can eventually see results in the transportation industry.

Between 1970 and 1994 many statutes, regulations, and policies focused on the environment. Even before that, in 1964, Title VI of the Civil Rights Act was passed by Congress, stating that, “No person in the United States shall, on the basis of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal financial assistance.” The National Environmental Policy Act of 1969 (NEPA) stated the following objectives: “...Assure for all Americans safe, healthful, productive, and aesthetically and culturally pleasing surroundings...Maintain...an environment which supports diversity, and variety of individual choice...achieve a balance...which will permit high standards of living and a wide sharing of life’s amenities.” Although many agencies have carried out these objectives with a slant toward the natural environment, the statutes and regulations themselves clearly state that both natural and human environment issues are to be considered equally. The Federal-Aid Highway Act of 1970 states that the following issues must be taken into account as part of decisionmaking:

- Community cohesion.
- Availability of public facilities and services.
- Adverse employment effects.
- Tax and property value losses.
- Injurious displacement of people, businesses, and farms.
- Disruption of desirable community and regional growth.

Oftentimes, practitioners think that the project development process is the only place for community issues to be evaluated; however, planning decisions have far-reaching effects on communities and their quality of life. Consequently, planning regulations do require that social and economic issues be evaluated during transportation plan update. During planning and project development, we must not only look at the benefits of our actions but also the burdens. Most practitioners understand the benefits of transportation but often fall short of examining the burdens of their decisions, including such things as:

- Destruction or disruption of community cohesion or a community’s economic vitality.
- Adverse employment effects.
- Displacement.

- Isolation, exclusion, or separation of minority or low-income individuals within a given community or from the broader community.

Environmental justice refers to a philosophy that ensures the full and fair participation of minority and low-income persons in the decisionmaking process. In 1994, Executive Order 12898 was signed, which required agencies to identify and address disproportionately high and adverse effects of their programs, policies, or activities upon minority and low-income populations. This was simply a re-emphasis of laws already on the books.

Many statutes (NEPA, ISTEA of 1991, TEA-21, etc.) require public involvement as a fundamental component of the decisionmaking process. Public involvement is a tool to be used to make better decisions; gain data and information not available elsewhere; understand and respond to the needs, values, and concerns of the public; inform the public of plans, activities, and decisions; and encourage public understanding. Public involvement is a means to an end, not an end in itself.

Good public involvement requires practitioners to:

- Develop a public involvement process.
- Use techniques that respond to the needs of different populations.
- Identify potential barriers to participation.
- Develop partnerships.
- Evaluate the process, the plan (strategy), and the techniques (measure effectiveness).

Community Impact Assessment is a process that includes the philosophical approach of environmental justice and uses public involvement to ensure understanding of community issues and encourage consensus building. Successful CIA requires proper outreach (going where the people are). It is important to have the proper staff conduct public involvement and CIA activities. CIA should be used continuously throughout project planning and development. The process will mold the project and document the social environment of the area with and without the action.

Several good examples were cited that have used successful CIA techniques during planning and/or project development. These include the Mid-Ohio Regional Planning Commission's identification of community issues during the transportation plan update process; an Oak Park, Michigan, interstate project that mitigated impacts to a cohesive Orthodox Jewish community; a Durham, North Carolina, project that used partnering efforts with federal, state, and local agencies to rebuild a cohesive African-American community threatened by a freeway project; and a San Diego project that incorporated local artisan work to recognize the cultural value of a community.

In summary, CIA belongs to everyone in transportation decisionmaking from planning through maintenance. You can get others involved in CIA activities by helping them become more knowledgeable about the process. Explain to others how they can contribute to the efforts in which you need their involvement and sell them on the benefits.

[Click here for PowerPoint presentation by Ms. McDonough-Bragg.](#)

LEIGH B. LANE*Environmental Planning Consultant*

Community Impact Assessment is a process for better decisions. It is a process used to evaluate the effects of a transportation action on a community and its quality of life. Quality of life is best explained by thinking of community as three separate spheres; economy, environment, and society. Economic indicators include median income, unemployment rate, job growth rate, gross regional product, hours of paid work at the living wage (defined by the Economic Policy Institute as \$30,000 per family of four), etc. Social indicators include percentage of registered voters, infant mortality rate, students trained for local jobs, percent covered by health insurance, etc. Environmental indicators include ambient air quality, water quality, open space per capita, use of toxic materials in economy, vehicle miles traveled, etc. The interception of these three spheres represents quality of life. To view one as separate without consideration of the others reveals an incomplete picture and, therefore, contributes to flawed decisionmaking.

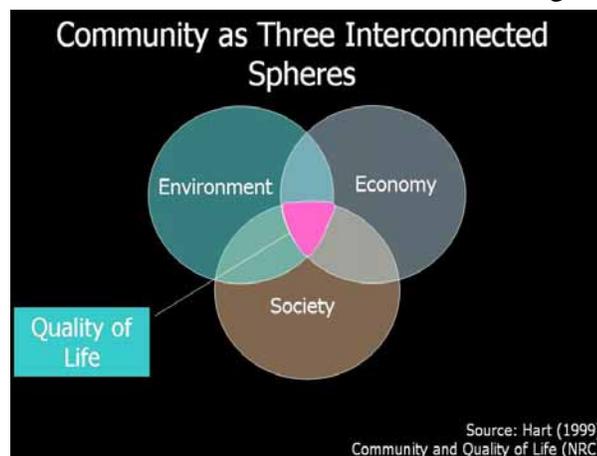
Developing crosscutting measures can assist practitioners in seeing the interception more clearly. Traditional measures of “effective” included such things as capacity of transportation facilities, mean commute time, and waiting time at major intersections. New crosscutting measures include new housing units or businesses within 5 minutes of public transit; percent of population able to walk or bike to work, school, and shopping; percentage of land allocated to automobile use and storage. The idea is to view community holistically. This is the fundamental principal behind CIA. The goals of CIA are to improve quality of life, promote responsive decisionmaking, improve coordination, and ensure nondiscrimination.

The CIA process components include:

- Define the project and study area.
- Develop a community profile.
- Analyze impacts.
- Identify solutions.
- Use public involvement.
- Document findings.

The process is iterative: in each step new information may be presented which requires the practitioner to revisit the process components.

Planning and project development decisions require the practitioner to consider many factors including safety, state and local laws, streams, wetlands, endangered species, air quality,



cultural resources, civil rights, public involvement, community impacts, indirect and cumulative impacts, and so on. These factors must be balanced in the decisionmaking process, which requires one to understand social and economic impacts as well as natural environment impacts. Another important aspect of CIA is that it spans across the artificial information silos we have created in the transportation industry. Every decision throughout transportation, from planning to maintenance, has effects on communities. It is important for us to identify these impacts so that we can avoid, minimize, or mitigate negative effects.

Although many may think the CIA process is something completely new, it is not. As Mary McDonough-Bragg has told you, the laws have been in place to support CIA for years. Our job as practitioners is to understand and enforce these laws for the benefit of better decisions. CIA is very complimentary to the FHWA's Streamlining and Smart Growth Initiatives. In addition, the principles of Context Sensitive Design also reflect the CIA process. These principles are as follows: emphasize stakeholders' expectations; design and build with minimal disruption to the community; and create a project that adds lasting value to the community. In the end, it does not matter what term you use to describe the process—basically, it is just good planning, which leads to better decisions.

In closing, I wish to read from *Community Impact Assessment: A Quick Reference for Transportation*:

Throughout project development decisionmaking activities and until construction, the community impact analyst assures that consequences to the social fabric of an area are given consideration with other environmental impacts. The analyst plays a vital role in the project development team as a vigorous advocate for community values.

[Click here for PowerPoint presentation by Mr. Lane.](#)

LEROY ERWIN

*Environmental Management Office
Florida Department of Transportation*

A task team was established in August 15, 1996, and produced a final report on May 30, 1997. The purpose of the task team was to review how FDOT considers socioeconomic, public involvement, relocation, community impact, and civil rights issues (environmental justice) in all phases. The charge was to make recommendations for improving and enhancing programs, processes, procedures, and practices, if needed.

The methodology used included a review of existing laws, rules, regulations, policy papers, guidance, procedures, FDOT operating manual, executive orders, etc. Five meetings were professionally facilitated. The strategy was to subdivide the CIA Team into four subteams with assigned readings. These subteams identified explicit and implied requirements and provided an opinion of how these requirements should be interpreted from the Department's perspective. The team provided opinions on how the Department was meeting the intent of these laws, rules, regulations, etc.

The findings of the CIA team were:

- Nothing new was being proposed by Executive Order 12898 on Environmental Justice. Existing federal regulations, guidance, and civil rights legislation amply cover the discriminatory and disproportionate impact concerns.
- FDOT was doing a fairly good job in addressing many of these issues. This reaffirmed many FDOT processes. It was determined that social and community issues need to be given the same level of consideration as natural or physical issues, with greater emphasis on understanding of community issues and problemsolving. It was recommended that greater emphasis be put on inclusion and decisionmaking.
- The CIA team recommended that FDOT programs and processes should be more open, proactive, positive (non-bureaucratic), and inclusive.

Florida defines community impact assessment as:

- Promoting openness and inclusiveness in decisionmaking.
- Promoting collaborative problemsolving and decisionmaking.
- Promoting a comprehensive and balanced approach to problemsolving that gives full consideration in decisionmaking to addressing community issues.
- Establishing a Commitment Compliance Program for community issues.
- Establishing a public involvement program that is continuous from the MPO phase through maintenance.
- Promoting partnering with local governments and MPOs.

A strong training program was recommended to:

- Establish a broad curriculum of training courses which are available to in-house personnel involved in local-government coordination, public involvement, community impact assessment, and related subject areas.
- Establish community outreach programs.
- Establish a community impact research program.

It was noted that to succeed, CIA must link three critical processes:

- Local-Government Comprehensive Plan Process.
- Urban Transportation Planning Process (MPO).
- NEPA Process (Project Development and Engineering).

Current efforts under way include:

1. FDOT-Sponsored Research into the CIA Methodologies [Center for Urban Transportation Research (CUTR)] Handbook.
 2. CIA Training Course (also from CUTR).
 3. Hired Consultant to help identify how CIA is to improve the CIA Program.
- Consultant responsible for helping answer the following questions:
- What is the purpose of CIA?

- Why should we do CIA?
- How do we identify community values?

CIA Program opportunities include:

- Early and continuous working with communities.
- Link three (3) planning processes/community values/decisionmaking/documentation.
- Collaborative problemsolving and partnering.

Florida is pursuing the Efficient Transportation Decisionmaking Process (ETDMP), which will incorporate CIA concepts and strategies in the identification of socio-cultural effects.

[Click here for PowerPoint presentation by Mr. Erwin.](#)

An Overview of “Smart Growth” Planning *Wisconsin’s Comprehensive Planning Law*

KASSANDRA WALBRUN
Wisconsin Department of Transportation

Wisconsin passed major revisions to its planning laws in October 1999 along with a number of other provisions. This body of legislation is commonly called Wisconsin’s Smart Growth Legislation. The legislation evolved from a coalition of groups including those representing the environment, builders/realtors, municipal associations, and others that have historically disagreed on planning related issues. The legislation includes five major components. The most significant change includes new local comprehensive planning laws. A new grant program was also funded for developing these plans under the new laws. In addition, requirements for cities and villages over 12,500 in population to adopt a traditional neighborhood design ordinance were included. A “smart growth dividend aid program” proposal was also introduced to encourage affordable housing; however, the program has never been developed or funded. State agencies are encouraged also in statutes to balance agency missions and activities with planning goals for local governments.

The comprehensive planning statutes created as part of the 1999 legislation require that by the year 2010, all local governments in Wisconsin will need to formulate its land-use decisions based on its adopted comprehensive plan. The comprehensive planning statutes (s. 66.1001, Wis. Stats.) define a comprehensive plan; outline the requirements for its content consisting of nine elements, which include a transportation element; and include plan-adoption procedures and public participation requirements. The Wisconsin Department of Transportation is encouraging its staff, especially in district offices, to coordinate with communities as they engage in their comprehensive planning efforts. By improving the level of staff participation, cooperation, and coordination, the state can share with communities the state transportation issues, needs, and projects and learn from communities about their long-range community vision and goals, transportation needs, and concerns as well as community character issues.

Getting “ahead of the curve” by coordinating and fostering cooperative efforts, especially by understanding community issues before a transportation project is proposed, will improve WSDOT’s ability to meet the needs of all Wisconsin citizens, communities, businesses, and the traveling public.

Statutes and other resource information can be found by visiting the Wisconsin Department of Administration, Office of Land Information Services at:

<http://www.doa.State.wi.us/olis/compplanning.asp>.

The Wisconsin Department of Transportation developed a guidebook to assist local governments as they prepare local plans. It can be found at:

<http://www.dot.State.wi.us/dtim/bop/pdf/transportation-guide.pdf>.

DAY 1 LUNCH PROGRAM

Menominee–Potawatomi Traditional Dancer

ART SHEGONEE

Bayview Foundation, Inc.

*When I was first made aware of the thousands of Native American human remains housed in the Smithsonian Institution and other great museums and scientific institutions, I was shocked and appalled. I questioned whether the human remains of Germans, of Japanese, of the English, the French, or the Spanish would be treated in the same manner. The answer was a resounding and certain ‘NO’, replied Senator Daniel K. Inouye, Chairman, Committee on Indian Affairs, United States Senate.
—Submitted by David “Nahwahqua” Grignon, Director of Historic Preservation²*

By 1800, tribal villages were displaced by white settlements and pushed farther and farther to the outskirts of the Potawatomi tribal estate. It was during the Removal Period of the 1830s that the Mission Band (today known as the Citizen Band) of Potawatomi was forced to leave their homelands in the Wabash River Valley of Indiana. From Indiana, the Mission Band was forced to march across four states (over 660 miles) to a new reserve in Kansas. Of the 850 Potawatomi people forced to move, more than 40 died along the way. The event is known in Potawatomi history as the “Potawatomi Trail of Death (September-November 1838).”



Mr. Shegonee talked about the American Indian Culture. Above are pictures of Mr. Shegonee in full regalia as he dances. He also drafts others to dance with him.

² College of the Menominee Nation website, <http://www.menominee.nsn.us/index.htm>.

Between 1838 and 1861, the Mission Potawatomi lived on a small reserve with the Prairie Potawatomi in Kansas. The Prairie Potawatomi had ventured west onto the Great Plains at a much earlier period than the Mission Band, interacted with the Sioux, and adapted different lifeways. Both cultural groups exhibited very different ceremonial and subsistence strategies, yet were forced to share the land. Seeking a better opportunity for its people, the Mission Potawatomi leaders chose to take small farms rather than live together with the Prairie Potawatomi. Shortly thereafter, and not fully understanding the tax system, most of the new individual allotments of land passed out of Mission Band ownership and into that of white settlers and traders. In 1867, Mission Potawatomi members signed a treaty selling their Kansas lands in order to purchase lands in Indian Territory with the proceeds. To reinforce the new land purchase and learning from their Kansas experience, tribal members took U.S. citizenship. From that time on, they became know[n] as the “Citizen Potawatomi.”³



Jack Wooldridge, from “Fallen Warriors” series
 (please visit website for more information: <http://www.cruzio.com/~nikan/index24.htm>)

³ Citizen Potawatomi Nation website, <http://www.potawatomi.org/>.

**Community Impact Assessment and
Context-Sensitive Designs and Solutions**
How Are They Connected?

THE MARQUETTE INTERCHANGE PROJECT, MILWAUKEE, WISCONSIN

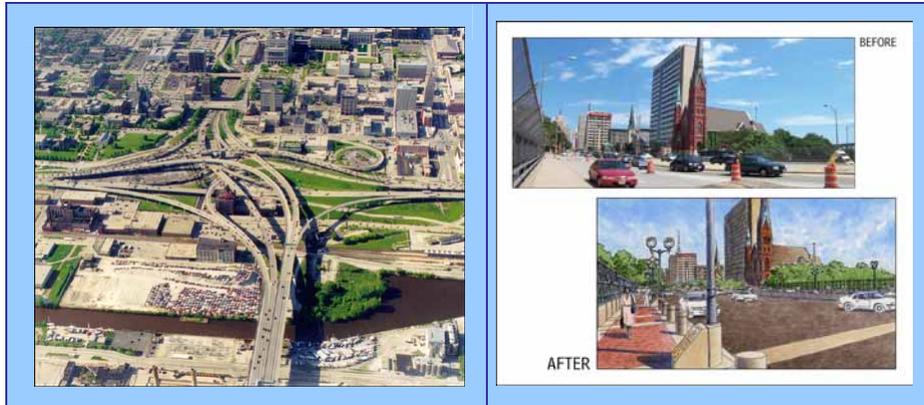
TOM KINDSCHI

HNTB

The Marquette Interchange Project in Milwaukee is a real example of integrating the CIA process and Context-Sensitive Design (CSD). This is a very complex project that began in 1992 with the Lake Parkway project in Milwaukee and St. Francis. The Marquette Interchange Project includes over eight miles of roadway and carries 300,000 cars a day. The original interchange was constructed from 1965 to 1968. The interchange was deteriorating from a structural and capacity standpoint.

Context design solutions were important to the project's success because of the need to address neighborhood access issues, and concerns of aesthetics when traveling through the corridor, integrate aesthetics into neighborhoods, define individuality of the communities, and mitigate impacts from the project. In order to appropriately incorporate CSD into the process, primary players were identified by Wisconsin DOT and FHWA. A Technical Advisory Committee was established to handle maintenance, constructability, and safety issues. A Central Advisory Committee was established to examine elements that could help unify rather than divide neighborhoods on either side of the interchange; address the "scary, dirty, dark and isolated" pockets under the interchange that give the impression the area is unsafe; examine use of natural landscaping for underutilized and inaccessible spaces; address how the view and vistas toward and away from, and underneath, the freeway should be considered; and examine visual clutter on the freeway. A Central Neighborhood Committee was created to address community connectivity, landscape/streetscape gateways, bridge elements (architectural character), roadway/pedestrian lighting, development and maintenance of parking, traffic calming measures for pedestrians and bicyclists, and noise issues. Finally, the North Leg Neighborhood Committee was formed to address top issues including incorporating streetscape elements and art to honor the area's identity and history; make Walnut Street Bridge more pedestrian-friendly with traffic calming techniques and lighting that announces the path to the neighboring park; promote I-43 at Fond du Lac Avenue as a major gateway that will serve as the cultural, artistic, and entertainment hub for the community; and establish connectivity to the downtown area.

The CSD process required consideration of four major areas, including access issues; aesthetic and land-use considerations; neighborhood and technical considerations; and, finally, cost considerations and final design. Public meetings were used to explore various access and alignment options. Visual preference surveys were used to evaluate lighting, landscaping, signage, public art, bridge character, walls, structure elements, and facade finishing details. Early workshops helped educate the public about structure design terms, like parapets, columns, piers, abutments, etc. Photo renderings showing before and after pictures were used to help in decisionmaking efforts. Design workshops were held with the Technical, Advisory and Neighborhood Committees to evaluate preliminary designs. Renderings were used extensively to assist participants in choosing alternatives. The CSD process has been iterative as final cost



estimating and final design have introduced new challenges for consideration. The project will be built in phases with all sections under construction by 2007.

In summary, the CSD approach for the Marquette Interchange Project has resulted in a project that defined an image unique to the community, celebrated distinct neighborhoods, and reduced the barriers for pedestrians and cyclists created by the original construction.

[Click here for PowerPoint presentation by Mr. Kindschi.](#)

NEW JERSEY DOT'S APPROACH

GARY TOTH

Project Planning and Development

New Jersey Department of Transportation

New Jersey Department of Transportation (NJDOT) has approached Community Impact Assessment through a Context-Sensitive Design approach. NJDOT decided to follow the “Florida model” of introspective evaluation (What were we doing well? Where did we need to do better?). Early conclusions pointed to the development of a formal policy to set a vision that changed the mindset of staff. NJDOT needed better and earlier community involvement to improve the planning and project development process. The evaluation revealed a need to re-train the staff for new era problems (every road does not have to be designed to Interstate standards). The three critical steps identified to institute this change included establishing a policy; following up the policy with training; and, finally, instituting a new process.

NJDOT Policy on CSD was adopted in November of 2001 and reads as follows:

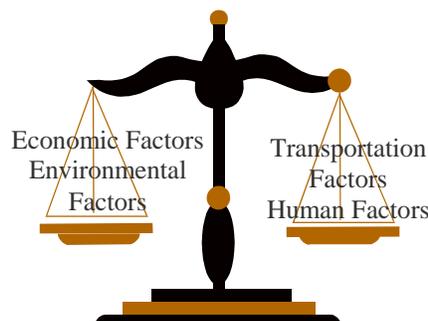
The New Jersey Department of Transportation hereby makes it policy that all future NJDOT projects will adhere to a philosophy of Context-Sensitive Design (CSD). Broadly speaking, it is now NJDOT policy to conceive, scope, design, and build projects that incorporate design standards, safety measures, environmental stewardship, aesthetics, and community sensitive planning and design. In doing so, the NJDOT will consider the needs of all road users including pedestrians, bicyclists, and neighbors—such as residents and businesses—as well as drivers. Transportation both shapes the growth of our communities, and affects the quality of life statewide, so all future NJDOT projects will strive to improve the overall quality of life in our state; mobility and safety is just part of that picture.

The next step was the training initiative. NJDOT goals included training DOT staff, county and municipal staff, elected officials, NJ Transit, consultants, other agencies, and the public. A team that consisted of Rutgers Transportation Policy Institute, Project for Public Spaces, and Oldham Historic Properties was deployed to develop training materials and provide instruction. The content of the training included the following:

- Culture change.
- Gaining community trust.
- Heighten public sensitivity.
- Public meeting techniques and preparation.
- Stakeholder identification and retention techniques.
- Listening skills and facilitation skills.
- Encouraging public participation.
- Conflict resolution.
- Responding to the media and public feedback.
- Public information versus public involvement.
- Negotiating skills.
- Flexibility in design *vis-à-vis* threat of liability.

Process changes were the next challenge in the CSD philosophy shift. Defining context before designing a project is the logical sequence. This context must embrace proactive approaches that include flexible designs. Context is defined by its components (community, environment, and transportation). The transportation context is the first question that must be answered by the DOT. For example, if a roadway has a high accident history, then safety may weigh heavier in decisionmaking than community issues. However, if the road is used primarily by shoppers, then community issues—including parking, streetscape, and access—may outweigh the need for more capacity. Capacity does not just imply space for cars but should consider space for people, houses, trees, etc.

The environmental context consists of the natural and the human environment. Human environment features include cultural resources, noise receptors, farmland, parks, and scenic resources. The natural environment—representing ecology, wetlands, and wildlife—seems to be well understood by transportation practitioners as it has received premier attention in decisionmaking. Community context is part of the human environment. Developing a community profile requires asking questions like: Where are the neighborhoods? How do people get around? Are there children, elderly, disabled, low-income, or transit-dependent persons in the community? Is there access to the downtown? What is the community's vision for itself? We should talk to the people who live and work in the community. They know the area better than we ever could!



Simply following the design standards without thinking about the context, costs, and needs is not good design. Wider and straighter does not automatically mean safer, particularly when one considers pedestrians. Neither does CSD equate with unsafe design. NJDOT's emerging new design philosophy embraces "Proactive Roadway Design." Proactive Roadway Design means considering the needs of all road users including pedestrians, bicyclists, residents, and businesses, as well as drivers. The designer must decide on a target operating speed for a roadway which is consistent with the local context. The designer may consider introducing physical elements below 35 mph if compelling needs exist such as pedestrian safety, downtown vitality, etc. NJDOT has several examples where this approach has been applied during the design phase.

Liability is a hot topic when discussing CSD approaches. Designers are probably not going to be liable if reasonable decisions were made by reasonable people who gave consideration to social, economic, and environmental impacts together with safe and efficient traffic operations. The legal reality is that engineers are allowed to, and, in fact, are expected to exercise discretion when balancing competing interests. It is a myth that if your design literally follows the AASHTO Green Book, no legal liability will follow. Following the "book" without thinking can also get you into trouble. In Seattle, claims paid for traffic calming are very low in comparison to those paid for potholes.

In closing, the desired result involves recognizing and balancing the interdependencies of economic, environmental, transportation, and human factors. In short, NJDOT is striving for a process that agrees on the problem, establishes the context, listens to the people, and provides a flexible response to finally produce excellent solutions. CIA and CSD are closely connected, like "two peas in a pod." CSD is essentially CIA with a more conscious focus on the natural environment and a more formally defined discussion of how design fits in with context.

[Click here for PowerPoint presentation by Mr. Toth.](#)

CHANGE, VISION PLANNING, PARTICIPATION, AND COMMUNITY CAPACITY SUE THERING

*Department of Landscape Architecture
University of Wisconsin*

Topic No. 1: Agents of Change and Resistance to Change

Two stories: The 30-minute tornado and the 30-year decline: helplessness, powerlessness, and grief in the wake of change.

Important Point A: The intensity of a *conflict* is proportionate to the intensity of the *sentiments* (compounded by the time factor). The sentiments of opposing groups are often similar; the *conflict* is often about *alternative solutions* to problems or issues that are not clearly understood. Each alternative solution is (usually) sincerely thought by the proponents to be "good for the future of the community". This highlights the key problem: the community has no consensus about what this "better future" looks like; they have no "*vision for the future*" that can guide the debate about the alternative solutions. How can they possibly have a *constructive dialogue* about alternative solutions if they do not have even a vague consensus about a desirable future? How do any of us know what path to take if we do not have a clear idea of where we

want to go? This condition is often at the core of cynicism and resistance to change encountered by “agents of change” (“specialist organizations” like the DOT).

Topic No. 2: Vision Planning

Important Point B: Vision planning provides the *dialogic space* for the *logical process* of unpacking the sentiments, clarifying the issues, developing a general consensus on a vision for the future, holding a constructive dialogue about alternative solutions, identifying points of consensus and points of conflict, laying out a plan of action, implementing the plans, evaluating the results, and periodically refining the vision as times change.

Topic No. 3: Participation and Community Capacity

Important Point C: During the vision planning process, the community increases its capacity for effective decisionmaking. The goal of public participation specialists is *community capacity building*. The goal of the “specialist organizations” that sponsor vision planning projects is the *pragmatic benefits*: get the project in the ground as efficiently as possible.

The Dimension and Characteristics of Community Capacity⁴

| Dimension of Community Capacity | Characteristics of Community Capacity |
|---|---|
| Citizen Participation | Participant Base Participation in Government & Environmental Groups |
| Leadership | Inclusion and Responsiveness |
| Skills to Produce and Implement Quality Plans | Group Process and Conflict Resolution Skills |
| Acquisition and Appropriate Use of Resources | Informal Intracommunity Communication Intracommunity Communication Trust and Confidence |
| Sense of Community | Concern from Community Issues Local Service and Membership Local Sense of Connection |
| Community History | Local History Awareness Local Recent Changes Awareness |
| Community Power | Power Sharing |
| Community Values | Economic Values Preservation/Protection Values Quality of Life Values Shared Values |

⁴ Adapted from: Goodman, R.M., M.A. Speers, K. McIeroy, S. Fawcett, M. Kegler, E. Parker, S.R. Smith, T.D. Sterling, N. Wallerstein. Identifying and Defining the Dimensions of Community Capacity to Provide a Basis for Measurement. *Journal of Health Education & Behavior* 25(3): 258–278, 1998.

DAY 1 BREAKOUT AND GENERAL SESSION

Community Vision Planning *Hands-On Workshop*

Goal: Practice integrating viewpoints of various stakeholders, including transportation professionals, in a community planning process

PART 1: CASE STUDY—VILLAGE OF ENDEAVOR: ENVISIONING THE FUTURE

Attendees were given copies of the agendas for a series of workshops recently conducted in a small community that was preparing to develop a comprehensive plan. Attendees were asked to organize themselves into small groups to discuss the descriptions of the workshop activities, make comments and suggestions on the process used in the case study, and answer the following set of questions:

1. Describe the social capital/capacity building potential of these activities (consider young and old, diversity of public/work experience, diversity of educational attainment, different levels of experience in group activities).
2. Discuss the logical process from the first workshop to the second workshop.
3. What was the role of the facilitators in developing “The Vision”?
4. How were the main points of the vision identified?
5. Who were the main participant groups in the case study?
6. What were the main issues and goals of the various participant groups?
7. What were the main goals of the facilitators/consultants?
8. Would the DOT have any more or any less difficulty working with the village after the vision planning process? Why/why not?
9. How can the vision planning process be improved to dovetail more readily with the DOT planning process?
10. How can the DOT planning process be improved to dovetail more readily with the vision planning process?

PART 2: REVISE THE ENDEAVOR VISION PLANNING PROCESS

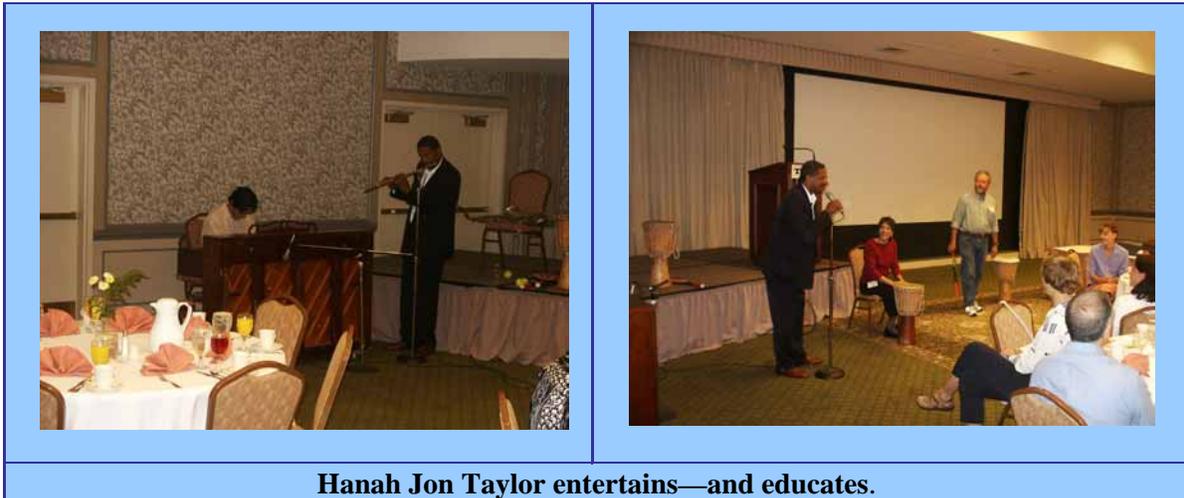
Attendees were asked to suggest revisions to the vision planning process that will facilitate efficient communication with “specialist organizations” like the DOT; e.g., expand/revise the scope of the process; identify issues that need clarification; design new workshop activities; identify desirable products (e.g., documents, reports, lists, maps); make recommendations about when to hire consultants and what to ask of them; and define the role of the facilitators/consultants. Attendees were then asked to present the highlights of their small group work to the plenary session.

DAY 2 GENERAL SESSION

It's Larger Than Transportation
What Story Does the Community Have to Tell Us?

HANAH JON TAYLOR
Boys and Girls Club of Dane County

Mr. Taylor and his accompanist performed improvisational music using several different instruments. Audience participation was used to demonstrate the act of communicating through improvisation. The emphasis of Mr. Taylor's message was to encourage participants to talk the language of the community rather than expect them to speak their language. If you want meaningful participation you have to be willing to work with the communities to understand their language; then beautiful results are possible.



Hanah Jon Taylor entertains—and educates.

Mapping Sacred Places

*How Can We Identify Those Special Places That Define a Community?
What Do We Do with This Information in Our Transportation Decisionmaking?*

BARBARA TOREN
Izaak Walton League

LINDA HORVATH
SmithGroup/JJR, Inc.

The SmithGroup promotes the concept that community and place are inseparable. Accordingly, place is the vessel within which the spirit of community is stored; community is the catalyst that instills a location with a sense of place. You cannot have community without place, and a place without community is only a location. SmithGroup is dedicated to making places and communities. Our multidisciplinary Solution Group places great emphasis on these key areas:

- **Creating livable environments** that encourage community cohesion by fostering access among land-users, and support a sense of place by protecting special physical characteristics of urban form that support community identity and attachment.
- **Balancing the natural and built environments** by enhancing or restoring essential ecosystem processes that maintain water quality, reduce flooding, and enhance sustainable resource development.
- **Creating physical spaces** adapted to the desired activities of people.
- **Encouraging responsible regionalism** by reaching beyond jurisdictional boundaries to understand the consequences of our actions.
- **Developing place-based economies** that meet locally defined needs and aspirations, all supported with diverse housing and infrastructure that enhances community connectivity.



The **Community Stewardship Project** was established in 1998 by Barbara and Paul Toren to coordinate a number of services, projects, and activities directed toward building the ability of citizens and citizen groups to have meaningful participation in public decisionmaking. It was implemented through a series of community sustainability workshops held from 1997 through 2001, including a two-year Sustainability Forums Project funded by the Minnesota legislature through the Legislative Commission of Minnesota Resources.

Community Stewardship staff and the advisory committee are dedicated to building citizen participation in public decisionmaking by providing services on behalf of citizens and community groups, including:

- Education and advocacy,
- Meeting planning and facilitation,
- Organizational planning services,
- Government relations,
- Communications,
- Media relations,
- Project planning and organization, and
- Report writing and editing.

The “Mapping Sacred Places” exercise embraces the principles that both Ms. Toren and Ms. Horvath use in their work. The exercise is to help people understand the value of helping communities identify special places, and subsequently honor and protect these places in transportation decisionmaking. “Sacred Places” is a land-use planning tool developed by landscape architect and University of California, Berkeley professor Randolph Hester. Hester created the sacred places exercise while developing a community plan for the small town of Manteo, North Carolina, in 1980. According to Hester, sacred places are buildings, outdoor spaces, and landscapes that exemplify, typify, reinforce, and perhaps even extol everyday life patterns and special rituals of community life—places that are so essential to residents’ lives through use or symbolism that the community collectively identifies them. Their loss reorders or destroys something or some social process familiar to the community’s collective being.

Examples of sacred places include

- Post offices,
- Arts and cultural centers,
- Church banquet halls,
- Tree lined streets,
- Town squares,
- Youth centers,
- River walks, and
- Historic structures.

| | | |
|---|---|---|
|  |  |  |
| Natural Environment | Historic Home | Historic Church |

Projects that would benefit from the sacred places exercise include comprehensive plans, district plans (downtown, business park, neighborhood, etc.), highway widening, bypass projects, bicycle/pedestrian plans, etc. In a comprehensive planning process, mapping sacred places during one of the first public input meetings can jump-start a planning process in the right direction. People can be inspired to share positive thoughts rather than dwell on what is negative about a plan. In an environmental study process for a road improvement, mapping sacred places during the data gathering phase can identify places that should be left untouched or that would be harmed if a road was located in close proximity. In a downtown master plan process, mapping sacred places can be used to identify outdoor spaces that the community would like to celebrate. A favorite downtown park might become an outdoor theater, a place for interpretive walks, or the site of a yearly festival. A popular shopping district might become even more attractive through the addition of decorative benches and plantings where employees and shoppers could eat their lunch or simply rest after a long day.

The transportation industry can benefit tremendously from using this approach as part of collecting information about communities and, ultimately, making transportation decisions. The beauty of the process is it gets people focused on what they value rather than what disturbs them. The practitioner must then take the information from the community and incorporate the ideas into a workable plan.

[Click here for PowerPoint presentation by Ms. Toren and Ms. Horvath.](#)



Mary McDonough-Bragg with team members on Mapping Sacred Places exercise.



K. Lynn Berry having fun with the exercise.

DAY 2 SESSION 2

Engaging Low-Income and Minority Populations
Effective CIA Techniques and Lessons Learned,
Including Those from a Recent Project in South Carolina

ANNE MORRIS

Wilbur Smith Associates

The public we deal with in transportation decisionmaking consists of people from all walks of life. The public is not a faceless, homogeneous clump over there, removed from us. The public is composed of many different segments, including upper, middle, and low-income; non-minority and minority; young, middle-aged, and elderly; educated and uneducated; transportation independent and dependent; 1st shift and 2nd/3rd shift workers; and English and non-English speaking. Our traditional public involvement approaches are often designed for people just like us (well-educated, middle class, 9 to 5 workers). Low-income and/or minority populations [environmental justice (EJ)] communities may have barriers to participation that we must understand and accommodate if we want to receive their opinions. If you want these individuals to participate, then you have to think like a marketing person. You have to provide an atmosphere that encourages, not discourages, participation. We have to be sensitive to the needs of the people that live in the communities we work in.

Illiteracy is a primary concern when working in a low-income community. If you want to have meaningful participation then you have to make it meaningful. Have your staff meet people at the door with clipboards and comment sheets. Take them on a guided tour of the project, ask them questions, and record their comments. Make sure your workshop materials are understandable. For example, labeling alternatives using letters and numbers can be a barrier to participation. Simply use colors to depict alternatives. People understand colors and can respond easier. We assume that Internet access is readily available without thinking that low-income persons may not have a computer. Using a 1-800 number can provide better access to information.

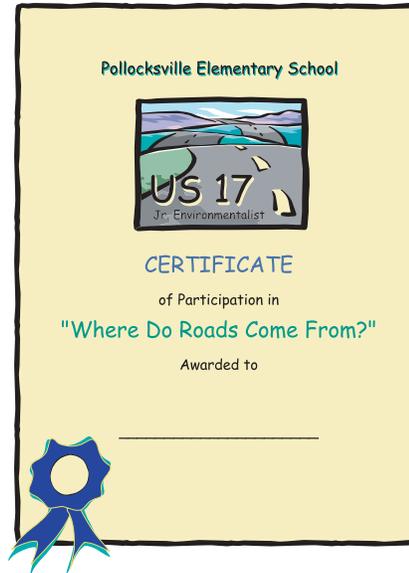


When and where you hold your meetings can be an impediment to participation. For example, many EJ community populations work two jobs or shift jobs, many are single parent families needing child care, many do not have access to transportation, and many do not want to go out after dark (particularly elderly persons). Make sure you understand the history of an area before setting up a meeting. For example, I worked on a project in South Carolina where we held the public meeting at the town hall, where everyone paid their water bill. However, when only 18 of 90 persons that showed up were African-Americans, we knew something was not right. We had an alternative going right through one of the African-American neighborhoods so I knew there had to be interest. I went to the mayor and asked what I did wrong. He told me that in 1992, when he ran for mayor, the Ku Klux Klan marched down the middle of town (in front of the Town Hall) on three occasions to protest the fact that an African-American was running for mayor. African-Americans did not feel safe attending a meeting at night at that location. Two weeks later we held a meeting in a community center in the African-American neighborhood where more than 90 persons showed up—only four of whom were white.

Now, how do we identify and locate EJ communities? Census information can be used; however, beware of the information becoming outdated quickly. Some time-sensitive resources for locating EJ communities include the Free and Reduced Meal Program, which is updated every August; the Food Stamp Program, updated monthly; and Section 8 vouchers, updated every month. All this information is available through internet sources and usually can provide practitioners with addresses and phone numbers for the recipients of these federal programs.

Utilization of non-traditional techniques to engage EJ populations is critical. You must go to the people to get the information critical to decisionmaking. We developed a survey form and met people on their front porches, at their roadside stand, in their living rooms, in their gardens, at their churches, in the grocery store, at their schools (PTA meetings and Christmas programs) and at restaurants. We even set up a table at polling sites on Election Day. However, all this requires that you talk to people, which is terrifying to many transportation professionals. It is essential that you send the right person, a person who has empathy and can listen without being judgmental.





One of the most innovative techniques involved using 4th and 5th graders at the local elementary school to exchange information with their parents. We created a lesson plan called “Where Do Roads Come From?” We talked about all the laws that govern the decisionmaking process for deciding where to build roads. We gave them a map of the area with all the constraints located on it and told them to take it home to decide where the road should go. They were asked to bring it back the next day with their ideas. Almost all the kids brought it back and were presented with a certificate stating that they were now Junior Environmentalists. We also asked them to ask their parents questions like: What is the best day for you to meet with us? What is the best time of day for you to meet? Do you need transportation to get to a meeting? Do you need childcare? This was a win-win situation on many different levels. The children were learning about environmental awareness and transportation; and, in addition, they could reach their parents better than anyone. There are many creative ideas that can be employed to reach communities. Every situation is going to be a little different, so people have to be flexible and willing to adjust their outreach technique.

Using nontraditional techniques should reduce or eliminate potential Title VI issues. More importantly these techniques will

- Begin relationships with community members,
- Ensure opportunities exist for the public to participate,
- Provide historic background information about the community, and
- Eliminate or reduce environmental justice issues.

Moreover, this will create a project that reflects and incorporates the desires and concerns of the public we all say we serve.

[Click here for PowerPoint presentation by Ms. Morris.](#)

Kick-Off for Mobile Workshop

FRED KENT

Project for Public Spaces

Project for Public Spaces (PPS) is an organization that promotes building “community” through creating “places” using common sense. PPS trains some 10,000 people at workshops annually. In addition to teaching their *place-making* philosophy through partnerships with the General Services Administration (GSA) and the Neighborhood Reinvestment Training Institute (NRTI), they have developed two programs of their own: a specialized course in context-sensitive design for traffic engineers; and a session for a broad spectrum of professionals and community activists, based on their *How To Turn A Place Around* publication. PPS creates and conducts visioning workshops that help communities identify salient issues and needs, and collaboratively develop recommendations to address them. They also have developed a Place Performance Evaluation[®] “game,” which is a short, user-friendly exercise that synthesizes PPS observation, interview, and analysis techniques for people to use along with their own common sense and intuition for a quick, but productive, site assessment.

The key attributes of Place as described by PPS are sociability, uses and activities, access and linkage, and comfort and image. Each of these areas has associated intangibles and measurements as described below:

Sociability

Intangibles

Cooperation, neighborliness, stewardship, diversity, pride, friendliness, interactivity, and welcoming.

Measurements

Street life, social networks, evening use, volunteerism, and number of women, children, and elderly.

Uses and Activities

Intangibles

Fun, active, special, vital, useful, real, indigenous, celebratory, and sustainable.

Measurements

Property values, rent levels, land-use patterns, retail sales, and local business ownership.

Comfort and Image

Intangibles

Safe, clean, “green,” walkable, sittable, charming, spiritual, attractive, and historic.



Fred Kent

Measurements

Crime statistics, sanitation rating, building conditions, and environmental data.

Access and Linkage

Intangibles

Continuity, proximity, readability, connectedness, walkability, convenience, and accessibility.

Measurements

Traffic data, mode splits, transit usage, pedestrian activity, and parking usage patterns.

The Principles of Creating Great Places

| | |
|---|--|
| Underlying Ideas | 1. The community is the expert 2. You are creating a place, not just a design 3. You can't do it alone |
| Planning & Outreach Techniques | 4. They always say it can't be done 5. You can see a lot just by observing 6. Develop a vision |
| Translating Ideas into Action | 7. Forms support function 8. Triangulate |
| Implementation | 9. Start with the petunias 10. Money is not the issue 11. You are never finished |



The Benefits of Place

| | |
|--|--|
| <p>Builds & Supports the Local Economy</p> <ul style="list-style-type: none"> • Small-scale entrepreneurship • More quality good available • Higher real-estate values • Local ownership, local value • More desirable jobs • Increased currency velocity • Greater tax revenue • Reduced need for municipal services | <p>Nurtures & Defines Community Identity</p> <ul style="list-style-type: none"> • Greater community organization • Sense of dedication and volunteerism • Perpetuation of integrity and values • “Mutual coercion, mutually agree-upon” • Reduced necessity for municipal control • Self-managing |
| <p>Creates Improved Accessibility</p> <ul style="list-style-type: none"> • More walkable • Safe for pedestrians • Comparable with public transit • Reduced need for cars and parking • More efficient use of time and money • Visually attractive destinations • Greater connections between uses | <p>Promotes Public Health & Comfort</p> <ul style="list-style-type: none"> • Less crime • More outdoor physical activity • Generally stimulating • Sense of belonging • Improved environmental quality • Feeling of freedom and limitlessness |
| <p>Draws a More Diverse Population</p> <ul style="list-style-type: none"> • More women, elderly, and children • Create ethnic and cultural pluralism • Support for wider range of activities and uses • New service, retail and customer niches • Variation and character in built environment • Instilled confidence to create one’s reality | <p>Fosters More Frequent & Meaningful Interaction</p> <ul style="list-style-type: none"> • Improved sociability • Cultural exposure and interaction • Exchange & preservation of information • Bolstered barter system • Reduced race and class barriers • Feeling of interconnection |

Transportation decisions are of paramount importance when creating place and include all that is described above. We must remember that traffic engineers are problem solvers. The idea is to give them a problem that involves creating another community, not just moving cars.

[Click here for PowerPoint presentation by Mr. Kent.](#)

DAY 2 MOBILE WORKSHOP: FIELD TRIP

Groups walked a specified section of Park Street to participate in the project for public spaces.

Place-Making

How to Look at Place: Hands-On Experience with the Data-Gathering Method

TONI GOLD

Project for Public Spaces

The Place

Park Street is a busy, 3-mile long, urban arterial that extends from the University of Wisconsin campus and downtown Madison to the Beltline Highway on the edge of town. It is also the main commercial street for the adjacent residential neighborhoods. These communities have identified Park Street as an obstacle to revitalizing their neighborhoods; at the same time, they recognize that Park Street must continue to accommodate commuting and commercial traffic.

Your Assignment

Perform a detailed evaluation of a particular section of Park Street using the PPS Place Audit form. Your purpose is to identify the site's specific problems for the neighborhood, as well as its opportunities for achieving the neighborhood's objectives. This exercise will be done on foot, and will take about 45 minutes.

Procedure

You have been named to a color group (red, green, blue, or yellow) of 30 to 40 people, and assigned to a particular breakout room at the hotel where your color group will return to complete the exercise. At lunch in Penn Park, your group's two facilitators will further subdivide your group into four small groups (7 to 10 people) and you will work together on one portion of your site. Perform the Place Audit with your small group at your assigned location. Your two facilitators will be available to assist, and PPS staff will be available to answer questions. Consult with the other members of your small group while conducting the Place Audit; you will be working together afterwards to combine and analyze your data and present it to your color group. The bus will then return you to the hotel.



After returning to the hotel each group was asked to fill out the Place Game form. **Evaluating the Place** included ranking the intangibles for each key attribute. The ranking method ranged from 1 (strongly disagree) to 5 (strongly agree). An average group score was determined for each intangible.

The next step involved **identifying opportunities**. The following questions were asked:

1. What do you like best about this place?
2. List three things that you would do to improve this place that could be done right away and that would not cost a lot.
3. What three changes would you make in the long term that would have the biggest impact?
4. Ask someone who is in the “place” what they like about it and what they would do to improve it.
5. What local partnerships or local talent can you identify that could help implement some of your proposed improvements? Please be as specific as possible.

The last step included **developing a vision** and included the following questions:

Jointly Determine Priorities

- What is successful about this place?
- What problems need to be addressed?
- What opportunities should be realized?

Draft Place Vision

- Articulate aspirations, needs, and priorities in short and long terms.
- Describe desired uses before depicting the design changes needed to support them.

Organize a Team

- Identify individuals from throughout the community, including “unlikely partners,” design professionals, and “zealous nuts!” Define their tasks.

Addressing Cultural Differences

What Do We Need to Know About Cultural Differences When Projects Impact Multi-Ethnic or Multiracial Communities? How Can We Be Most Effective?

LOUISE SMART

Facilitator

CDR Associates

The theme for this conference on Community Impact Assessment is: “Making Connections and Building Relationships.”

We once saw—mistakenly—the United States as a melting pot. We held a false image of being a homogeneous whole. Now we recognize and celebrate the richness in the diversity of spirit, customs, values, and communications means and modes that exists in our country.

“Community values” has many meanings, and the perceptions of impacts on a community are significantly shaped by the values held by that community. It is critical that in our community impact assessments, we seek to learn the values important to diverse communities.

One size does not fit all. The means we use to learn from a community must be customized to fit the way that community naturally functions and communicates—and must be congruent with and respectful of the values of that community.

Susan Fox, in organizing this conference and this panel, has invited four panelists from here in Wisconsin to give us insight into how to address cultural differences as we assess the potential impacts of transportation infrastructure decisions on a community.

THAI YING LEE

Southeast Asian

The Hmong are an ancient tribal people—a people preserved through millennia by strong family ties and rituals. The vast majority of Hmong today live in the remote highlands of southern China. The Hmong living in the United States today came from Laos, a small landlocked country in mainland Southeast Asia. Virtually all those who have settled in the United States, however, have come from Laos, where they may have numbered as many as 300,000 in the 1960s. Perhaps half of that number remains in Laos today and little is known about how they are faring. The 100,000 or so now in the United States were forced to come here as a result of their “American connection.” The Hmong people in Laos played a significant role in holding back the Pathet Lao and North Vietnamese advance during the Vietnam War. They provided exactly the kind of frontline defense that the United States desired in its efforts to “contain” the spread of Communism. After the U.S. pulled out of the war, thousands of Hmong spent years in Thai refugee camps. In the 1970s the Hmong in these camps were granted permission to come to the U.S. By the early 1980s, some 50,000 Hmong had been resettled in the United States. Their numbers were close to 100,000 when the 1990 U.S. Census of population was taken.

The Hmong people have a rich and interesting history which has created a strong culture. Hmong people have very different beliefs than Americans. Hmong culture believes that basically

the world is fine and operates as intended, change is not needed. They also believe in the freedom of silence. It is a person's right not to talk about their problems.

These two fundamental beliefs make involvement in transportation decisions by the Hmong community very difficult for agencies and departments.

Other beliefs include:

- Children should stick close to the family unit as they are the future of the family.
- In Hmong culture men and women marry first, and then fall in love with the individual they have been arranged to marry.
- The Hmong culture is worthwhile to preserve, so to keep it alive and strong communities try to stay to themselves and not integrate with other societies. The younger generation is resistant to this as they want to become Americanized.

ART SHEGONEE

Native American

Native Americans have played a significant role in the history of democracy in the United States. For example, the idea of a House of Representatives and Senate came from the Six Nations of Iroquois. Native Americans lived in tribes all over the continental United States. Today they function as a sovereign nation. Reservations exist as separate from the federal, state, or local governments of the United States. Each tribal jurisdiction has its own laws, military, religious beliefs, etc.

Native Americans are real people, not cartoon figures. They are oftentimes misunderstood because of their differing ideas of spirituality. Each tribe has its own signs and symbols that represent their beliefs. It is important to understand and respect these beliefs. One of the more universal signs of respect in the Native American culture includes presenting a pouch of tobacco to the tribal leader. This is a sign of respect and can open the door to genuine dialogue.

Native American culture is dependant on preserving their heritage through protection of important places. Their burial grounds represent significant importance in their history. The stories of their history remain alive through preservation of these important places. It is critical that transportation professionals respect these burial sites and other places of cultural significance. Native Americans are human beings and, as such, should be treated appropriately.

HANAH JOHN TAYLOR

African-American

African-American culture is no different than any other culture in that community involvement in decisions is critical to shaping the hearts and minds of those that live within these communities. To understand a community and its needs, one must probe into the essence of what creates functional communities. Of foremost importance, a thriving community must have a "sense of community." This cannot be accounted for by using only quantifiable methods of assessment. It is much more qualitative in scope. Where one lives is as much a part of them as the influence their relatives bestow upon their lives. In fact, people, especially young people, are shaped by their communities. The "places" where people live send clear messages about their identity and self worth. Therefore, decisions that affect communities can have far reaching negative or positive effects on the individuals who live in these communities. Functional

communities, just as functional families, produce functional people who in turn create social capital for our society.

Proprietorship is another important component of functional communities. Proprietary behavior is marked by a deep concern and sense of responsibility for one's community. Just as one may feel endeared to family members, an endearing community will create an atmosphere where members pride themselves on preserving these endearing qualities. However, if neglect is evident in the community sphere then individuals will respond back in a neglectful manner. For example, if a community does not have equitable trash pickup service then the community becomes apathetic toward the need to keep the community clean. Even more illogical is to tell a kid in this community to recycle their trash when no one seems to care if the trash is picked up at all. How can we expect members of a community to react in a proprietary manner if no concern is evident from service providers such as a transportation department?

Another example is the lack of street lights in a predominantly minority community or the presence of curb and gutter in the predominantly non-minority community. Decisions have consequences which shape our communities' attitudes towards participating in future decisions. The people living in these communities begin to experience "input fatigue." They are humiliated and alienated because no one seems to be listening to them. Therefore, human nature drives them to the conclusion that no one cares, so consequently, why should they risk humiliation one more time.

Vigilance is also a key component of functional communities. Vigilant behavior is marked by a sense of respect and ownership for one's community. This component is very closely linked to proprietorship but focuses on self-determination to create a good environment. Community members who display vigilance have a clear vision for their community. They realize that short-term rewards are not going to preserve the values they most cherish. For example, a pawnbroker store may come to the community under the guise of helping the community. A vigilant community member will self-examine the long-term consequences of such an investment and may likely decide that this is not a proper investment for ultimate community stability. People are always challenged by short-term needs and therefore vigilance is one of the harder attributes to secure in the journey towards thriving communities.

So how does one engage communities of color when considering all the challenges associated with functional community life? Understanding the challenges is the first step. These have been clearly laid out above. We must be willing to ask many questions and most importantly be willing to listen to the answers. We must remember to meet people where they are in their personal journey. This will not be easy as humility is hard to muster when you are dealing with apathy. Engaging young people (18- to 25-year-olds) may be the most difficult but most rewarding investments. We can be a part of educating them on how to make their communities a better place to live. We must be willing to reward those that participate. We should show them that we care about the value of their time. Consideration should be given to rewarding participants with money. We should see our investment as an opportunity to build healthy communities through encouraging young adults to shape their futures. Transportation professionals have an incredible opportunity to reach out to stakeholders in a way that encourages community ownership not only in transportation infrastructure but in the creation of vibrant, thriving communities. In turn, these communities will give back to society by producing vigilant, responsible, and caring citizens.

ROMILIA SCHLUETER

Hispanic

There are numerous Spanish-speaking countries of the known world including countries in Africa, Caribbean, Central America, North America, and South America. The ethnic groups include Fang, Bubi, Mulatto, White, Black, Hispanic, Mestizo, Indian, Spanish, Andorran, French, Catalan, Galician, and Basque. Most groups are associated with the Roman Catholic religion; however, a few are Protestant. The focus of my discussion is on Hispanic culture.

The Hispanic Family

- Extended family: mother, father, brothers, sisters, grandparents, aunts, uncles, cousins, nanny, and other adults.
- Respect, discipline, moral values, faith, devotion and ethics: these are very important characteristics of the Hispanic family.
- The family eats together at least once a day, especially at dinner time.
- During food preparation, the family shares stories.
- Neighbors are considered as part of the family. They are invited to the parties and other celebrations. Neighbors share food.
- The grandmother is a very important figure in the family.
- Stories are passed from generation to generation.
- Working is an important factor in the family. It gives the family a sense of pride.
- The family shares responsibilities.
- The family has very strong ties to one another.
- The family works together to achieve common goals.
- When parents get older, the children are responsible for them. There is no need to send the parents to a nursing home. It is an obligation of the children to take care of the elders.
- “My house is your house”—the family treats people with courtesy and hospitality.
- For the family, simplicity, honesty, and humility are very important characteristics.
- Respect for the Church. The Church plays a very important role in the family. It is the center of our lives.
- The family participates together in the celebrations and events.
- The priest is considered part of the family.
- The family will pass traditions to the younger generations.
- The family tries to maintain their culture by speaking Spanish at home.



(Left to right) Hanah John Taylor, Art Shegonee, Thai Ying Lee, Romilia Schlueter, and Louise Smart

Inclusive Transportation Decisionmaking

What Is It? What Can We Learn from These External Stakeholders?

What Can We Do Differently as Transportation Decision Makers?

How Can We Get Citizens Involved Earlier in the Process?

K. LYNN BERRY

Facilitator

Southern Resource Center

THE VIROQUA, WISCONSIN, EXPERIENCE

NANCY RHODES

Bed and Breakfast Owner

I am Nancy Rhodes and as your roster says, I am the proprietor of two B&Bs in Viroqua. I would like to expand on my credentials a little so that you can begin to understand why I drove 2 hours and took more than a day of my busy schedule to come here today. First, my B&Bs are both 1890s, historic homes just two blocks from our main street. To date, I have hosted nearly 9,000 guests from all over the United States. I moved to Viroqua after attaining an education in Social Ecology/Urban Planning from the University of California and have been working in corporate America for 18 years. I chose to move to Viroqua to have a different lifestyle in a quaint small town.

My other interests in Viroqua include owning and operating a commercial building with 22 tenants and a fitness club. My volunteer activities include founding the Viroqua Revitalization Effort in 1987, which was successful in applying for and being granted the status of a Wisconsin Main Street Town in 1989 and has been one of the most successful programs for the State of Wisconsin. In addition, I have chaired the Viroqua Historic Preservation Commission since 1996. I have also been a professional consultant for 12 years.

Why am I telling you all of this? It is because I want you to understand that I am totally invested in my community—heart and bank accounts. So that you will get the picture of why I am so passionate about what I am going to share with you, which you may find provocative.

Viroqua is a small town. In 1999, the DOT did a major resurfacing from city limits to city limits.

We had known that the project was due to be accomplished and were very much interested in having a better road through our downtown. In 1997 when the City Council seriously started talking about it, information meetings were scheduled. Over the next several years, the crowds grew as more and more information about the project became known. Major questions started being asked by the residents, and fear and anger raised their ugly heads. Major questions kept recurring:

- Why are we going to four lanes on the blocks outside of the downtown historic district?
- What about our parking lanes if we go to four lanes?
- Why such wide lanes—12 feet like an Interstate?

- Why now when there is a bypass planned for 10 to 15 years?
- Why isn't there a landscape plan?
- What about lighted crosswalks at each end of town?
- Wouldn't the 2-4-2-4 configuration create bottlenecks and fast moving traffic?
- What about safety with this configuration?
- What about school children and elderly crossing four lanes?
- We would like a design committee to work with the City Council.
- Wires underground—why not?

Answers were given and people trusted them. Some doubted that all the talk was just that—“talk”—and that the DOT had its plans in place years ago and it didn't matter what the community thought.

Suburbanization of Rural Area

Physical Results

1. Driving from South to North Highway 14/61—once one enters Viroqua city limits:
 - Four lanes (feels like a passing lane),
 - Then merges to two,
 - Then back to four,
 - Then back to two lanes downtown,
 - Then four lanes again as you leave downtown, north from 56,
 - Then back to two again.
2. Parking: City Council advised that the policy of DOT was that the city must pay for any parking lanes to the tune of \$670,000. That equates to higher taxes as the city would need to borrow the funds.
3. Property Tax: For a home with a value of \$50,000: If financed for 10 years, taxes increased \$326/yr. If financed for 20 years, taxes increased \$316/yr.
4. Our City Council could not burden its citizens with either tax increase amount. There would be uproar.
5. Prior to the project, there was parking along Highway 14 city limit to city limit, commercially.
6. Zoning—there were hundreds of parking places that have fizzled to little more than 50 spaces.
7. Per one family who researched the matter, we have 46 businesses outside the downtown. All lost their parking in front of their businesses and some were forced to provide rear parking—more expense.
8. Downtown has the capacity for 42 businesses and the parking was reduced by 15 to 20 spaces. Each one is worth \$10,000 to \$40,000.
9. Results: in the process, you gave us a nice clean paved street that moves traffic through our town but at quite a cost.
10. Many have four lanes to cross and have difficulty pulling out and turning onto Main Street.
11. Property owners lost 3 feet on both sides. Some lost trees and shrubs that were not replaced.

12. Property owners report inconsistent prices paid for their land.
13. Cracked plaster walls in homes.
14. One retaining wall sagged already.
15. Lost brick/decorative concrete treatment downtown.
16. Seriously deteriorated the quantities of downtown amenities.
17. Lost a downtown building (tight corner radius unable to accommodate freight trucks).
18. An Interstate feeling with 12-foot lanes and 2-4-2 lane configuration.
19. Preservation result: “no place to park, let’s shop elsewhere.”

Community Results

- Even worse than the physical results are the hard feelings, bitterness, anger, disappointment, distrust of city government officials and DOT created by the process; not to speak of petitions, lawsuits, and a forced referendum.
- There were situations that disrupt community unity and cause fragmentation.
- Community-minded individuals no longer will get involved.
- There is less volunteerism.
- People who have known one another for decades still don’t speak 3 years later.

In conclusion, as a small town we have worked hard for 12 years, putting in thousands of volunteer hours. However, the Department of Commerce and DOT seem to be at odds. One is working to improve the economy of communities; the other seems only concerned with moving traffic and freight using policies and standards that work for Interstates. We want towns that are pleasing places to stop, shop, and eat (communities that are nice, quaint places to live in). We do not want communities that are manipulated to move traffic.

Is the system too big, too established, too complicated, too bureaucratic to listen? Can the DOT look seriously at its policies? I have told my story, and offer a possible solution and a starting point. It is a challenge worth taking on.

I propose a multilayered “Summit,” which includes all stakeholders. Begin identifying issues, learning of each others programs, identifying conflicts, finding compromise, and, most of all, evaluating policies and standards that work better for the communities. A summit, much like the *Deer 2000*, would need to be designed by trained, nonbiased professionals (facilitators) and would take several years to accomplish.

ROAD CONSTRUCTION AFFECTS EVERYONE!

INGRID MAHAN

Viroqua Main Street Program

I think whenever there is a big change scheduled, whether it be in your private life or otherwise, the first tendency is to react nervously, if not negatively. Not too many people like to be taken out of their “comfort zones”—and rightfully so. With a road construction project of any magnitude, it leads to drastic change that can include such things as:

- Loss of drive-by traffic AND pedestrian traffic.
- Loss of sidewalks.
- Loss of business and sometimes livelihoods.
- Loss of trees.

- Increased traffic and noise in residential areas.
- Loss of green space.
- Sometimes loss of parking, once the project is finished.

Road construction is dirty and disgusting and takes place during at least two retail seasons. It forces traffic to use alternative routes, taking them away from businesses instead of bringing them to the businesses.

The problem and the solution have a common denominator, communication. The following questions needed to be discussed:

- Just how much business will the merchants lose?
- How long will the stores be without a front entrance?
- What will happen to the 100-year-old pine tree on South Main St.?
- How long will the project last?

Viroqua went through all of the above in 1999. The construction began in the first part of May and finished the first week of November. The project was mostly without incident with the exception of a couple of unusual things that happened (the National Bank's basement was flooded by an unattended hydrant, and bones were discovered in the downtown during excavation). In fact, it was a good year for the most part.

The Viroqua Partners began preparing for road construction in 1997. One of our committees, The Alley Cats, played a big part in preparing and helping our businesses get through what awaited them in a couple of years. We met every other Thursday, crowbars and paint brushes in tow, to work on the alley beautification project. Some projects required demolition and some projects just a fresh coat of paint. Whatever the case, property owners would furnish the supplies and the Alley Cats would furnish the muscle and the elbow grease.

The Alley Cats served another very important function during this time as well. The public could SEE what was happening. Awareness of the up and coming 1999 road construction started in 1997 when the Alley Cats started the alley beautification projects. Volunteers recruited more volunteers and our goal was to make Alley Cats a household name! Even the National Guard called us to see what they could do once they had heard about the Alley Cats.

We prepared job descriptions for the tasks that needed to be done, turned them into the Commander of 107th Maintenance, and had 33 National Guard members show up at 8 a.m. for the scheduled Saturday workday. These jobs included painting the rears of buildings, cleaning up trash and debris in the alleyways, painting fire escapes, and spraying weeds. Part of the day's work included building flower boxes for the business's back doors. They were all pre-cut ahead of time by our local lumber yard. We had 40 orders for flower boxes from our local businesses that were made on that Saturday. Another project was dismantling all of our city benches, painting the iron frames, and staining the wood. The benches, normally placed on Main Street in the downtown area, were finding new homes in our alleyways. This is an example of the investments our property owners made in bringing their front doors to the back. Not only were there extensive rehabs that were done, but interior work as well. A lot of our back doors lead into back rooms, which needed to be remodeled as "main" entrances for the construction time. These investments truly paid off and shoppers continue to use the back doors today because of parking and convenience.

The Alley Cats were also responsible for this particular “way-finding” project. At the entrance of each alley, a sign was placed in order for shoppers to know what business entrance they would find as they ventured down the walkways. We covered the cost of the signs by charging \$25 per business listing.

Another tool we used for preparing our businesses for the project was our Quarterly Breakfasts. On two different occasions we had speakers from the Department of Transportation addressing our businesses on what to expect. The best part was that the businesses were able to ask questions directly to a representative from the Department of Transportation. Material was given to us by the DOT, and one of the best bits of information we received was the video “In This Together.” I would recommend utilizing this video as much as possible during pre-project periods in communities preparing for road construction.

Purchasing product for the construction period was another topic addressed at our Quarterly Breakfasts. Certainly a business would not want to purchase inventory as usual—especially when there were “guesstimates” that sales could be down as much as 50 percent. Fortunately, Viroqua never reached the 50 percent mark. I think the year showed an average of a 22 percent loss overall—much better than what they had prepared for initially. A clothing store downtown bought too conservatively and found they should have probably stayed closer to their normal purchasing of goods.

We printed a Viroqua “profile” in street-map format that not only showed our city streets, but the detour routes as well. This was also a fundraiser for the Partners. The mapping company contributed \$2,500 back to us from the advertising sales, enabling us to have a “slush fund” for special image marketing campaigns that we ran during construction. The campaigns were simple but to the point—a black alley cat (our project logo) walking along the top of a picket fence with cartoon characters hanging out their alley windows chatting to their neighbors! The copy was called:

UNDER CONSTRUCTION BUT OPEN FOR BUSINESS! VIROQUA, WISCONSIN
Enjoy our beautiful alleyways. Use the back door!

In March of 1999, a group of us met at the Common Ground Cafe. The players included folks from the DOT, the general contractor, sub-contractors, people from City Hall, the utility companies, and the Viroqua Partners newly selected “Block Captains.” This was the first of many meetings for this bunch of people. Once the project was under way, this same group of people would find themselves meeting every other Friday morning at 8 a.m. until the project was finished. Progress would be reviewed, upcoming construction plans would be discussed, and the Block Captains were able to ask questions and even negotiate for better times when water or electricity would be turned off on specific businesses.



One of our biggest success stories of the road construction project was the development of “Block Captains.” Starting at the north end of the project and going to the south end of the project, there were 16 business people that volunteered their time. Each captain took 6 to 8 businesses under their wing for the entire time of the project. After the Friday morning meetings, I would come back and type up minutes and then fax the minutes to each block captain. They, in turn, would deliver copies of the minutes to their neighbors, and answer questions if there were any on that morning’s meetings. This was the best form of communication that we had going during the project.

For the most part, when the first scoop of blacktop was loaded in a dump truck, our work was finished and the fun was just starting!

We kicked off construction with a party. We sold hot dogs and hard hats. We sold “Paving the Way-Partners in Progress” t-shirts. (Block Captains received a free shirt to wear on Fridays for the contractor meetings.) People were dancing in the streets—at least while there was a street to dance in! Our mayor even christened the bulldozer with a bottle of Viroqua's finest champagne, ensuring that the piece of equipment would have a safe and successful maiden voyage down Main Street!

Several of our downtown businesses are very young and specialized. We were very concerned that some could not survive the loss in business that was inevitable during the construction period. We decided to take advantage of the mess and encourage new business openings and rehabs. What happened was a wonderful surprise. A new business took advantage of the road construction and prepared for their grand opening at the same time the road project was to be finished in the fall. While there was a 10-foot hole dug in front of their future business, they were painting, ordering, and setting up fixtures.

Some decided to join in the fun! There were three rehabs done in the downtown during construction of the road, which added up to over a million dollars in investments. Maybe they thought no one would notice! We were fortunate that we never lost a business. (I think it’s safe to say that a lot of the credit can be given to our Main Street organization for preparing our businesses ahead of time.)

ADDRESSING PUBLIC CONCERNS

JIM ENGLE

Bureau of Downtown Development

Wisconsin Main Street Program

Public opinion about the results of the project will only be favorable if the community buys into the project and sees the merits. Early planning and communication with the public is essential as well as frequent communication. Transportation officials can do better by:

- Making an impression on city officials early.
- Helping city officials understand the importance of business groups.
- Being sympathetic to concerns of businesses.
- Making lots of contacts.
- Respecting the community’s vision or plan.

The community should be involved in decisions that relate to design choices, phasing, major changes, and business-retention activities. A liaison to the community that communicates with property/business owners is essential. To foster community involvement, there are three

areas in which activities and strategies should be developed to effectively address the concerns of the public. These areas include Preplanning; Business Assistance and Communication; and Marketing/Promotions.

Preplanning

- Form ad-hoc committee.
- Explore all options and negotiate project scheduling and phasing provisions with DOT.
- Use the time leading up to the project to make improvements and build awareness.
- Solicit comments, ideas, and input from many people.

Business Assistance and Communications

- Conduct a pre-construction survey,
- Establish a point of contact,
- Sponsor bus trips to other communities,
- Use directional signage,
- Conduct business roundtables and visitations,
- Set up business-assistance workshops,
- Schedule weekly coffee meetings,
- Publish a biweekly bulletin, and
- Develop a project tool kit for businesses with safety hints, construction schedule, promotional calendar, and parking map.

Marketing and Promotion

- New releases,
- Town meetings,
- Speaker's circuit, and
- Special events.

There are many common concerns of the public about transportation decisionmaking. Some of these include concerns over access to businesses; confusion regarding plans and timing; and, in general, decisions and plans being made without input from business and property owners. There are numerous case studies in Wisconsin (including Wautoma, Richland Center, Crandon, Clintonville, Oconomowoc, and Appleton) in which the public was involved and it made a tremendous difference in the outcome.

[Click here for PowerPoint presentation by Mr. Engle.](#)

INCORPORATING COMMUNITY VALUES

DAVE CIESLEWICZ

1000 Friends of Wisconsin

I want to make a few quick points. One is that not everything that is counted counts and not everything that counts is counted. We seem to concentrate on things in the past, and things of hard value like traffic numbers. A more important question that the community needs to ask is: Do I like being here? Does this place look and feel and function like I want it to? If you focus more on things that you can put a number on, then you are missing more than half of the equation. For example, there is a street I know pretty well that is also known as U.S. Highway 41. It is a beautiful street. A few years ago, the DOT thought it would be a good idea to widen U.S. Highway 41.

The city did not think it would be such a good idea. Widening the street would take down a couple of trees but the trucks would be able to move faster through the town. The community did not look at the street as just Highway 41; they looked at it as their boulevard. The values of the neighborhood or community clashed with the values of the project. The community's values are hazier. Members of a community care about how the community will look and how it functions. They care about the experience of being there. The harder values include engineering values like how many trucks are coming through the town. It is important to keep both softer/hazier values and harder values in mind.

Next, when we ask for public input, it is very important that we ask for it at the right time. The big questions need to be put out there, not just the narrow, focused input, like what kind of flowers should we plant once the road is done? Main Streets are also state highways, and to think of them as only state highways is missing the main thing that they do. So, it is important when you ask for the public input that you ask for it at the right stage of the project. It is important for you to be accurate about what you conclude after asking for input. It is perfectly appropriate for an agency to say, this is what is being proposed. It is not a good idea for an agency to say, "Here is what we proposed and here are all the reasons why what you think should be done is bad."

The public gets the impression that you do not care. It is very important to be honest with the public. If you are going to ask questions then make sure you care what the answers are.

Transportation projects are some of the biggest public works projects that communities will see in decades. Why just think of it as a road project? We ought to be thinking really big when we think about the land use on either side of the road. It is important to start thinking beyond just the mainline or curves, and start thinking how this project might be used for many good things in the community.

My last point is that we just cannot be about the road project. We have to realize that we are shaping communities. It is important to realize that the road project has to be about more than just moving people around. Our purpose goes way beyond mobility. It is important to incorporate community values into transportation project decisions.

Beyond Concepts *How to Implement Context-Sensitive Design*

LEIGH B. LANE

Facilitator

Environmental Planning Consultant

ADDRESSING WATER QUALITY ISSUES

ROGER BANNERMAN

Department of Natural Resources

There is a direct relationship between the increase of paved surfaces and the degradation of water quality. Our streams, rivers, and lakes supply food and water for consumption as well as provide a source for recreational pleasure. The ecological integrity of streams, which includes flow regime, habitat structure, and water quality, has been converted from pristine conditions to man-made problems. For example, urban runoff for Lake Mendota is expected to increase by 57 percent by the year 2020. Changes in flow conditions create the following impacts:

- Less substrate percolation.
- Perennial streams now become intermittent.
- Loss of seasonally flooded spawning areas.
- Loss of microhabitats.

All these impacts translate into increased flooding and possible property damage. An increase in imperviousness on the surface increases stream base-flow and surface runoff, but also dramatically decreases regional groundwater and spring flow. This translates into less available groundwater and greater incidents of flooding conditions. Upon examining different impervious source areas in a sub-watershed and their corresponding runoff volume, we find that streets and lots contribute to the highest percentage of runoff. When we compare a smaller unit of area represented by a basin, streets are the predominant contributor to runoff. In analyzing an even smaller unit, a residential area, we find that streets are still responsible for the highest percentage runoff when comparing it to the runoff produced by roofs, parking, driveways, sidewalks, lawn, and other.



Increased runoff results in increased sediment dumped into streams, thereby affecting turbidity; warming; abrasion; scouring; infilling; and soft, shifting substrate. Many different types of water-dependent species are negatively affected by this increase in sedimentation. Channel flow is often disrupted by sediment being deposited in the streams. Sediment deposited during a storm sewer outfall event can be dramatic. For example, Lake Wingra at storm-sewer outfall collected sediment that would cover a football field with 6 inches of sediment (and fill 200 city sand trucks).

Reducing the total suspended solids (TSS) is a primary objective of the Department of Natural Resources. Our goal is to reduce TSS by 80 percent for new development and 40 percent for existing and redevelopment. We have developed area performance standards in two stages. The first stage aims at reducing TSS by 20 percent as compared to no controls by 2008. The second stage will reduce TSS by 40 percent by 2013. Our solutions to achieving these goals include using the following best management practices:

- Grass swales.
- Detention Ponds.
- Infiltration base.
- Reduce street width.
- Different subdivision designs (fewer grids and more cul-de-sacs).

We have many case studies of development that have used the above measures to successfully reduce runoff. In addition, we are currently using street sweepers and water treatment methods which have shown great promise in helping to improve water quality.

[Click here for PowerPoint presentation by Mr. Bannerman.](#)

DESIGNING FOR QUALITY OF LIFE

JANE GRABOWSKI-MILLER

Middleton Hills Development

Middleton Hills is a neighborhood of the future, built with a sense of the past and a clear understanding of what makes people feel at home.

Located 8 miles from the state capitol, Middleton Hills will consist of 400 single-family homes, town homes, apartments, and live/work units when complete. An integral part of the neighborhood will be the presence of small shops and businesses to sustain daily needs and provide occupation.

Middleton Hills was designed and master-planned by Andres Duany and Elizabeth



Plater-Zyberk (DPZ), internationally known architects and community planners. Their emphasis is on an intimate, friendly scale. Comfortable homes with small front yards will line the streets, with plenty of green space nearby for hiking, bird watching, and recreation. Garages, some topped by apartments, are tucked away in alleys. The ice cream shop, hardware store, and doctor's office can be just a short walk away. Existing hills and trees, lake views, and wetlands have been preserved for community enjoyment.

The founder of Middleton Hills, Marshall Erdman, hopes with this development to rediscover the sense of community that has been lost over the last decades in the sprawl of isolated housing tracts, shopping developments, and office parks. The emphasis is on people and their quality of life in a self-sufficient neighborhood.

Some of the unique features that will be found in Middleton Hills are:

- Short setbacks, front porches: Smaller lots result in closer configurations and counter the sense of land waste and isolation that typify modern development.
- Generous green space and open areas: Grouping of housing units on smaller lots permits 40 acres of undeveloped green space. The planners believe that a community's finest amenities should be enjoyed by all.
- Safer streets: Narrow streets that follow the topography of the land discourage speeding, and are, therefore, safer for pedestrians, particularly children and the elderly, to cross. They also encourage neighbor interaction. The crisscrossing of streets in a grid system provides more optional routes and less congestion than typical suburban thoroughfares.
- A range of housing prices: A range of housing (size and cost) will be encouraged, from smaller, more affordable cottages, apartments, and town homes to more spacious homes.
- Mixed use: In addition to a variety of residential units, Middleton Hills will offer commercial, retail, and business space. Shops, all within an easy 5-minute walk or bike ride, will evolve to serve the needs of the neighborhood. For entrepreneurs or retirees with hobbies, the live/work units provide housing above a workspace all for one mortgage.
- Harmonious architecture: A sense of design and proportion is critical to a sense of neighborhood. In Middleton Hills, the architectural codes will assure harmony through the use of similar materials and an emphasis on midwestern architectural tradition, but will permit individual expressions and interpretations to avoid monotony.
- Neighborhood covenants: Middleton Hills Neighborhood Association, comprised of all the owners in Middleton Hills, will oversee protection of the neighborhood through the conditions and restrictions of neighborhood covenants.
- Physical setting: Its proximity to the city center of Middleton, the urban advantages of Madison, the academic and athletic resources of University of Wisconsin, and the natural beauty of lakes, hills, and woods.⁵

⁵ *Middleton Hills Informational Material*, Middleton Hills Development, 5117 University Avenue, Madison, WI 53705.



[Click here for PowerPoint presentation by Ms. Grabowski-Miller.](#)

APPROACHING RECONSTRUCTION

LARRY NELSON

City of Madison

The Buckeye Road project is an example of applying context sensitive design solutions. The project is about 1.17 miles long, located in Dan County, Wisconsin. The road's functional classification is a principal arterial. It is also designated as a bike route. Land uses along the roadway consist primarily of residential with some commercial development. A private school with a large day-care facility and two churches are located along the project. A public elementary school is located about 1,700 feet north of the project.

Traffic volumes were projected to increase by 67 percent in the year 2021, to around 20,000 average daily traffic volumes. Consequently, the roadway was identified as a transportation improvement project. The following alternatives were considered:

1. Reconstruct roadway with curb and gutter, sidewalk, and bike lanes.
2. Reconstruct with four-lane roadway.
3. Recondition the deficient pavement structure.
4. Do nothing.

Two public informational meetings were held at a site in the neighborhood and one public hearing was held to discuss relocation. Two public hearings were held on the final plans, specifications, and assessments. The local officials thought the project would have a devastating effect on an established neighborhood. The public voiced many concerns, including the following issues:



- Impact on individual properties.
- Bike lanes were not necessary (some wanted bike lanes).
- Access to schools and day-care facility.
- A continuous sidewalk was not needed.
- The city would convert the roadway to a four-lane highway.
- Cost of special assessments.

Based on the public input, a reconstruction alternative was developed that included two 12-foot lanes, a 5-foot bike lane, continuous sidewalk on both sides of the roadway, parking lanes on both sides of the roadway, “bump-outs” to screen the parking lanes, and pedestrian islands at key crossings. The City Council approved the plan, and work began and was finished in 2001. Although the road was not widened and would add traffic to a couple of nearby streets it was concluded that this was acceptable. The key design features for Buckeye Road included using two traffic lanes versus four in order to minimize impact on an established residential neighborhood. Specific attention was given to pedestrian needs of the larger neighborhood, which required establishing pedestrian and bike facilities on an urban arterial roadway.

[Click here for PowerPoint presentation by Mr. Nelson.](#)

INCLUDING BICYCLE LANES

CHUCK STRAWSER

Bicycle Federation of Wisconsin

Bike lanes are important considerations for roadway design solutions. Many urban streets do not accommodate cyclists, which can create safety issues for the cyclists. How bike lanes are designated depends completely on the context. In urban areas, well-defined bike lanes are generally preferred; however, they can exist along with bus lanes. In a suburban setting, a wide, outside lane is preferable; however, what happens to these lanes at intersections is critical for optimum safety. Rural areas need a wide outside shoulder to function best for cyclists. On some neighborhood streets, where cars are parked, there may be no need for separate bike lanes.

Connections are also important when considering roadway designs. If we want people to bike, then providing connections is critical. Bike lanes should be considered for all roadway projects. Saying you do not need a bike lane because you do not see cyclists is like saying you do not need a municipal swimming pool because you see no swimmers. If people are not comfortable biking, then they are not going to do it. Make sure you consider bike needs up front rather than later. If they are included in the original project, then the cost is much less than the cost of hindsight construction.



[Click here for PowerPoint presentation by Mr. Strawser.](#)

DAY 3: LUNCH PROGRAM

**CIA in the Federal Highway Administration's
Decision-Making Process**

EUGENE CLECKLEY

FHWA Southern Resource Center

Gene Cleckley spoke during the luncheon about the evolution of thought regarding CIA in the FHWA decision-making process. He discussed the historical context in which CIA and public involvement became more central to transportation planning and project development, illustrating the expansion of legislative and regulatory requirements throughout the years. He further discussed the increasing number of progressive federal, state, and local policies and procedures designed to encourage thorough consideration of community values and issues. He acknowledged, however, that many of our programs are still focused on overcoming various challenges associated with implementing community impact assessment, and entreated the group to put more energy toward highlighting our successes.

Mr. Cleckley stressed that many states have been very successful in developing effective programs for Context Sensitive Solutions, CIA, and public involvement as well as general environmental stewardship initiatives, all of which help produce transportation plans and projects that are responsive to community needs and desires. We should build on those efforts, publicize and share the success stories and turn our attention to positive changes happening “on the ground.” For these changes to take place, strong leadership is required, along with strategic planning for the culture transformation of an organization. He highlighted examples of leadership from Mississippi, Florida, North Carolina, and Kentucky and discussed the Environmental Leadership training (conducted by Mr. Cleckley) that has been an important part of many states’ environmental stewardship efforts.



Gene Cleckley discusses CIA.

Developing a Community Vision

HOW THE CORPLAN MODEL WAS USED TO DEVELOP A COMMUNITY VISION FOR CHARLOTTESVILLE, VIRGINIA, AND SURROUNDING AREA—AN INTEGRATED LAND USE AND TRANSPORTATION MODELING EFFORT HANNAH TWADDLE AND CHRISTOPHER SINCLAIR

Renaissance Planning Group

CORPlan is a community-based planning model that estimates land development potential using prototypical community elements as its building blocks. The first version of CORPlan is developed in a Microsoft Excel[®] spreadsheet with links to the ARCVIEW[®] geographic information system (GIS) software. CORPlan is funded by a Federal Highway Administration (FHWA) Transportation and Community and System Preservation (TCSP) grant for the Eastern Area Planning Initiative being conducted by the Thomas Jefferson Planning District Commission for the Charlottesville, Virginia, region.

Model Structure

CORPlan relies on prototypical community definitions (community elements) to estimate land development potential and how that potential translates into the location of households and jobs. Each community element represents the development and infrastructure characteristics of a 31-acre area—the area of a circle with a quarter-mile diameter. The quarter-mile distance was chosen because it is the maximum distance most Americans will walk and walking distance is considered to be the appropriate scale for community elements. Each element reflects a unique existing or planned land development pattern. In Charlottesville, existing community elements include the historical downtown of Charlottesville, the University of Virginia, older residential areas surrounding downtown, newer cul-de-sac residential subdivisions, highway-oriented

THOMAS JEFFERSON PLANNING DISTRICT
EASTERN PLANNING INITIATIVE
community element diagrams



shopping centers, and small towns that ring the city.

Each community element is illustrated with a plan graphic and photos to convey the look and feel of the element. Each element is also defined with land use, infrastructure, and socioeconomic information used to estimate the development potential of an area.

Using the Model

Users estimate land development potential in CORPlan by assigning one of the community elements to a subarea. In Charlottesville, the downtown community element (referred to as urban mixed-use) is assigned to traffic analysis zones 1 through 11, and the University of Virginia element (urban institutional) is assigned to yet another set of traffic zones. CORPlan multiplies the land use, infrastructure, and socioeconomic characteristics of the selected element by the total useable land in the subarea. Useable land includes developed and vacant land suitable for development. The model sums the development potential for all subareas to estimate the total development potential for the study area.

Users can quickly test alternative development scenarios by reassigning the community elements. In Charlottesville, the model initially tested a scenario that assumes the continuation of the suburban retail community element (shopping centers) along the US-29 corridor to determine how far this pattern would need to extend to meet future retail employment forecasts. CORPlan then tested an alternative scenario that assumed the creation of an urban, mixed-use community element along the corridor to estimate the amount of land this pattern would need to meet the retail employment forecast.

Connecting with Other Planning Tools

CORPlan makes a direct connection between land development patterns and socioeconomic characteristics. As alternative land use scenarios are tested, the model automatically generates socioeconomic inputs for travel demand models. Travel parameters for unique community elements are currently under development from a travel survey recently completed for Charlottesville. An upcoming survey in Gainesville, Florida, will augment the Charlottesville results. The unique travel parameters for each community element will then be incorporated into travel demand models so they can better reflect the influence of development patterns on travel characteristics.

CORPlan also connects regional land development patterns with site-specific development guidelines. The regional land use map identifies community element boundaries, and each assigned element has very specific land use, building, and infrastructure guidelines.

Future versions of CORPlan will connect with financial software to determine the fiscal impacts of community elements and the location of patterns within a study area. The development potential estimated by the model easily translates into revenue potential, and infrastructure needs simply translate into costs. The connection with financial software can integrate the element revenues and costs into a locality's existing financial condition.

Another future enhancement to CORPlan is connecting with community assessment and quality of life index tools. The detailed information available for each community element is well suited for these tools and enables users to quickly assess the impacts of alternative development patterns over large areas.

Calibrating the Model

Users can calibrate CORPlan by comparing actual land use and socioeconomic totals with those estimated by the model. CORPlan is calibrated in one of three ways:

- Adjusting the information in the community element inventories.
- Changing assumptions about the community elements assigned to subareas.
- Creating new community elements for those areas that defy the average characteristics of an existing element.

Linking with ARCVIEW

The initial version of CORPlan is currently in a Microsoft Excel spreadsheet with macros that can exchange information with ARCVIEW. The links to ARCVIEW help users map and spatially summarize the data but are not necessary to use the spreadsheet.

Contacts for More Information

For more information about the Jefferson Area Eastern Planning Initiative, contact Harrison Rue, Executive Director, Thomas Jefferson Planning District Commission, (434) 979-7310, email: hrue@tjpd.org website www.tjpd.org.

For more information about the CORPlan software and methodology, contact Chris Sinclair AICP, President, Renaissance Planning Group, (407) 487-0061x11, email: csinclair@CitiesThatWork.com website www.citiesthatwork.com.

For information about the FHWA Transportation & Community & System Preservation Program (a case study of the Jefferson Area project can also be found on this site) contact Felicia Young, Federal Highway Administration TCSP Program, (202) 366-1263; Email: felicia.young@fhwa.dot.gov website: www.fhwa.dot.gov/tcsp.

Downloading a Copy of the Model

A beta version of the CORPlan model can be downloaded free of charge by anyone interested from the following site: <ftp://citiesthatwork.com/outgoing/TJPDC/ce/>. You should have Microsoft Excel and, preferably, ARCVIEW installed on your computer.

INSTRUCTIONS FOR “DOT MAP” DEVELOPMENT GAME

HANNAH TWADDLE AND CHRISTOPHER SINCLAIR

Renaissance Planning Group

The participants worked in teams of about six persons per table. The task involved developing a future development pattern which best addressed the goal of making transit viable in the Thomas Jefferson region.

| Community Element | Dot Color | Point Value | Max No. of Dots |
|--------------------------|-----------|-------------|-----------------|
| Urban | Red | 6 | 20 |
| Suburban Enhanced | Orange | 4 | 30 |
| Suburban | Yellow | 3 | 40 |
| Rural Village/Small Town | Blue | 3 | 40 |
| Rural Residential | Green | 1 | 120 |



Participants were asked to think about the following themes that emerged during the community's previous discussions, listed below by their nicknames. The idea is to create a development scenario that maximizes just one theme, or address a blend of themes. Ultimately the job of the planning team is to balance the issues presented by all the themes with the goal to make transit viable.

Regional Development Themes:

- Grizzly Adams: Preserve open space and natural ecosystems.
- Green Acres: Maximize rural lifestyles.
- Petticoat Junction: Make light rail viable.
- Price is Right: Let the market be the driver.
- Let's Make a Deal: Establish equity among jurisdictions.
- Lost in Space: Maximize technology-driven outcomes.

Each table has a (laminated) base map of the study area and colored stick-on dots representing growth. The dots reflect various development types, as fleshed out in the Community Elements previously developed in the planning process. Each dot color is assigned a point value relative to its density and design, as noted at right.

Place dots on the map in such a way as to total 120 points. You can use any color combination to represent the development pattern that will maximize your goal. Choose one person to place the dots (in order to avoid confusion at the table) and one person to report back to the larger group at the end of the exercise.

[Click here for PowerPoint presentation by Ms. Twaddle and Mr. Sinclair.](#)

THE IMPACT OF ALTERNATIVE ECONOMIC DEVELOPMENT AND LAND USE OPTIONS USING THE WISCONSIN ECONOMIC IMPACT MODELING SYSTEM
STEVE DELLER

Department of Agriculture and Applied Economics
University of Wisconsin

The Wisconsin Economic Impact Modeling System is being used to discuss the impact of alternative economic development and land use options. The intent of the research from this Wisconsin model is to examine, in a systematic and "objective" way, the impact of alternative land use development patterns on the local community. Numerous methods in use today are

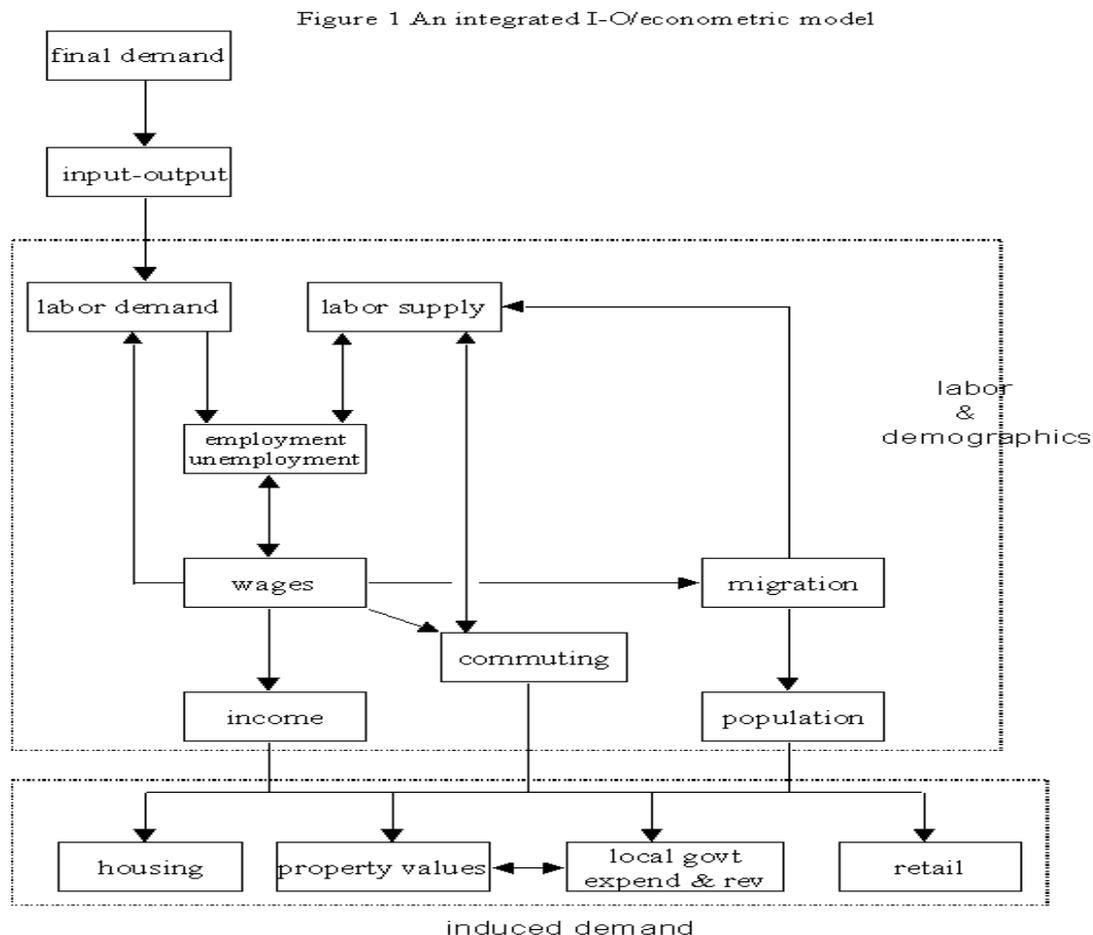
neither objective nor comprehensive. The analysis process uses a comprehensive conjoined Input-Output (IO)-econometric model (see below) of Wisconsin counties and the Wisconsin Economic Impact Modeling System (WEIMS) which involves IO, labor/demographic modules, fiscal demand, housing, retail modules, etc.

Five scenarios were examined in a case study for Walworth County. Walworth County is located in southeastern Wisconsin and is experiencing growth pressures. The population is 88,000 with per household income slightly less than \$62,000. The economic base is a mix of manufacturing, tourism and agriculture. The scenarios are: (1) retail development; (2) services development; (3) manufacturing development; (4) high income residential development; and (5) middle income residential development.

The simulation is for 100 acres with 100 new jobs and 100 new houses. Several tables showed simulated effects ranging from simulated economic impacts, employment impacts, labor market impacts, housing market impacts, and fiscal expenditure impacts.

In conclusion, this simulation shows that comparisons can be made among scenarios. Developing the scenarios is a vital component of this process. Notions of capacity and congestion are key elements in understanding impacts associated with each scenario. There are no “rules of thumb” or simple answers but the process allows people to observe the effects of different decisions.

[Click here for PowerPoint presentation by Dr. Deller.](#)



Effective Implementation of CIA
*How the CIA Worked on the Martin Luther King, Jr., Boulevard Project
and the I-5 Partnership in Portland, Oregon*

MARTIN LUTHER KING, JR., BOULEVARD PROJECT

DAN LAYDEN

City of Portland

Martin Luther King, Jr., Boulevard is the spine of northeast Portland. In the past, this street was a thriving commercial area with two traffic lanes and a streetcar line. The community was racially diverse. Over time, the street changed dramatically due to the removal of the streetcar line and the addition of more traffic lanes. These changes brought more auto-oriented businesses and it began to look like many other streets of the time. The “first attempt to revitalize” the community began in the late 1970s. The major issues at that time were crime, traffic safety, and appearance. The “Model Cities” plan was used and resulted in adding a median with trees and removing parking.

The early 1990s sparked the need for real revitalization in the area. The regional government developed a growth concept that identified the boulevard as a main street. The city’s Albina Community Plan called for the street to become more of a main street. A Martin Luther King (MLK) Action Committee, consisting of the Governor’s Community Solutions Team, five state agencies, residents, and citizens, was created to address community concerns related to parking, economic development, and zoning.

After the Governor met with business leaders and heard the concerns for parking, he directed Oregon DOT to put parking on the street. There was tremendous resistance to this because the design would be compromised by allowing narrower lanes. Eventually, a compromise was reached that involved taking out the left-turn lane to put parking in along the street. The next step was to create a Street Plan that included the wider community.

This plan was to address pedestrians, parking, traffic, trees, and bicycles. Many techniques were used to develop the plan, including the following:

- Community tours (walking and bus).
- Documented physical history of the street.
- Documented economic history of the street.
- Developed a context to view the street.

There were many different opinions voiced during the Street Plan development phase. For example, the traffic engineers viewed the median as a traffic device; however, the community expressed the view that it was “a divisive element put in by white engineers to get white people through our neighborhood fast.” Parking issues also took on two distinctly different points of view. The traffic engineers thought parking was dangerous and reduced capacity. The community believed that parking was critical to their economic success.



After synthesis of all concerns and opinions, a solution was proposed that involved developing the Street Plan based on land use. The basic elements of this Street Plan included:

- 10-foot lanes, narrowest lanes on any Oregon DOT road.
- 4-foot median for pedestrian refuge (based on street in San Francisco).
- 7-foot parking lanes.
- Streetscape features including new trees and lights.

It was a long process to get approval for the Street Plan. Oregon DOT traffic engineers opposed the project. Eventually, the director of the Department gave the final approval for the project. The project was funded in five eight-block sections. The project required a unique funding partnership with multiple agencies. Urban renewal monies along with state economic development funds were used for the project. The project has been under construction for 3 years. The final segment is scheduled for construction in 2003. One result of the effort involved PDC loans and store-front grants. Due to emphasis on urban renewal, properties were bought and resold for development.

Although it is too early for a systematic study of the results, the project has been a great economic success. The whole neighborhood has seen a renaissance by new businesses coming into the area. From a traffic service standpoint, travel speeds seem slower and, although lots of mirrors get broken, there have been no major accidents.

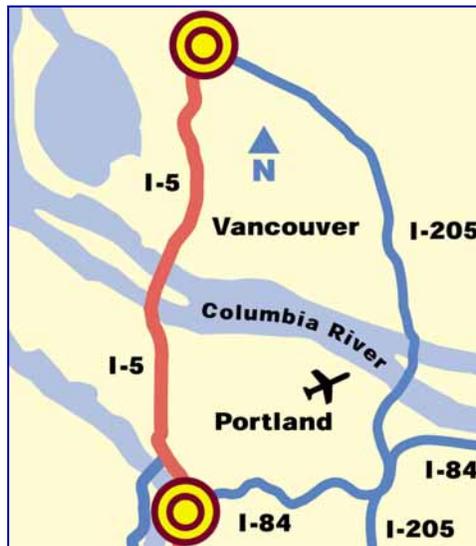
[Click here for PowerPoint presentation by Mr. Layden.](#)

I-5 PARTNERSHIP

KATE DEANE

Oregon DOT

The I-5 Partnership began as a bistate planning project sponsored by Oregon DOT, Washington DOT, and the Federal Highway Administration (FHWA). It was lead by a 28-member task force, and its purpose was to develop a strategic plan for the I-5 corridor between Portland and Vancouver. The project's objective was to develop a bistate community consensus for the corridor on issues concerning freeway improvements, transit service in the corridor, managing demand, and freight and intercity passenger rail.

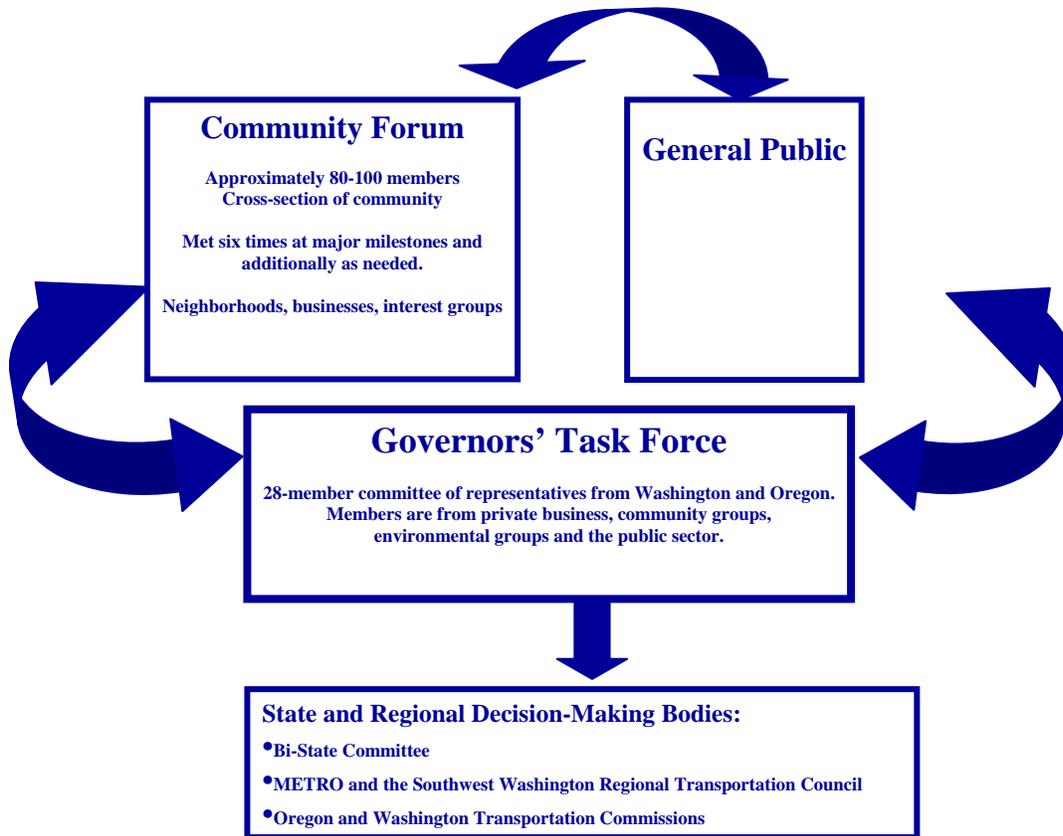


The I-5 corridor was quite complex, with numerous uses including industrial, commercial, and residential and city centers. In addition, historic and natural resources were two hot topics along the corridor. Commuter traffic was a concern for the task force. Both states considered the I-5 corridor important from an economic standpoint. Access to half the region's industrial land; two deep-water ports; two transcontinental rail lines; family-wage jobs; and no sales tax shopping are provided by the I-5 corridor.

Other complexities involved the existence of environmental justice (EJ) communities in Oregon and Washington. In Oregon, the most racially and culturally diverse area of Portland exists along this corridor. The EJ communities in Oregon along this corridor have struggled economically and suffered from gentrification. The history of past government actions against these communities has damaged relationships between the community and any government entity. In addition, there is a high incidence of asthma in these communities along the corridor. In Washington State, the freeway divided the EJ communities in the 60s. Also, there is a growing immigrant community, particularly Russians, in Washington State. These communities have been economically displaced from Oregon, particularly from the north/northeast Portland areas.

The key questions for the project were:

- How wide should the freeway be?
- Do we need a new bridge?
- What kind of transit should we have in the corridor?
- Can transit and transportation demand management alone address the problems?
- What are the overall, regional growth implications of doing something versus doing nothing?



Organization and Process for the I-5 Partnership Project

The planning process included visioning and development of options as the first milestone. About 6 months into the process marked the beginning of the evaluation of option packages and land use analysis. In 1 year, draft recommendations were prepared for comment. Consequently, a re-evaluation and development of additional draft recommendations were pursued by the task force.

The community was involved through representation on the task force, community forums, design workshops, public input at milestones, environmental justice stakeholder meetings, and public comment at meetings. Some of the techniques used to have maximum participation included mailings; e-mail; canvassing; seven rounds of open house style public meetings; visits with neighborhood, business, and other groups; website development; new features and advertisements; and information sites (libraries, coffee shops, etc.).

As a result of community involvement, vision and values were established for the project that will improve quality of life by doing the items listed below:

- Support balanced achievement of community, neighborhoods, and regional goals for growth management, livability, the environment, and a healthy economy with promise for all.
- Distribute fairly the associated benefits and impacts for the region and the neighborhoods adjacent to or affected by the corridor.
- Protect our future with an improved and equitable balance of: livability, mobility, access, public health, environmental stewardship, economic vitality, and environmental justice.

The evaluation factors identified for the project were:

- Maintain or improve transportation performance,
- Support trade and freight movement and the regional economy,
- Maintain or enhance quality of life,
- Avoid and minimize impacts to the environment,
- Support regional land-use plans,
- Distribute benefits, costs, and impacts equitably, and
- Evaluate costs.

The recommendations of the I-5 Partnership are listed below.

Highway Recommendations

- The freeway should not be widened to add a fourth lane in each direction throughout the corridor.
- I-5 should be three through lanes throughout the corridor, including Delta Park to Lombard.
- Up to two additional lanes should be added across the Columbia River.
- Interchange improvements between SR-500 in Washington and Columbia Blvd. in Oregon.

Transit Recommendations

- Light rail loop should be implemented in Washington and connect with the Oregon light rail system.
- Basic transit service levels should be increased substantially, per regional priority/strategic plans.

Land Use Accord

No new bridge (highway or transit) until interchange management plans and station area plans are approved by an expanded bi-state committee.

Environmental Justice

- Establish a bi-state EJ work group to follow Environmental Impact Statements (benefits, impacts, and outreach), and
- Establish a Community Enhancement Fund.

The project's final recommendations have been made by the task force and the first two projects to have environmental impact assessments are the I-5 project from Delta Park to Lombard and the Bridge Influence Area.

The Environmental Justice Stakeholder Focus Groups provided much insight on issues that concern EJ communities.

We heard the following about potential impacts:

Transportation

- Increase in traffic on local streets and other freeways,
- Access to jobs and services for low-income communities,
- Unsafe pedestrian and bike conditions during construction,
- Safety,
- Increased cars and commuting,
- Change in access to homes, and
- Access to businesses during construction.

Environment and Health

- Increased air pollution and related health impacts,
- Increased noise,
- Impacts on streams and fish, and
- Impacts on soil.

Historic and Cultural Resources

Property

- Displacement of homes, and
- Displacement of businesses.

Employment and Economic Opportunity

- Access to jobs,
- Creation of jobs, and
- Construction impacts on businesses.

Quality of Life

- Character and connectivity of neighborhoods,
- Noise, lighting, visual, and odor,
- Loss of natural areas and parks, and
- Loss of access to natural areas and parks.

What we heard about possible benefits:

Employment and Economic Opportunity

- Access to jobs,
- Job opportunities from the project, and

- Local business support and growth.

Health and Community Services

- Health care support,
- Transportation access to health and human services, and
- Education on health issues.

Environment

- Better air quality data,
- Air quality enhancements,
- More green spaces, parks, and natural areas, and
- Storm water treatment to protect streams.

Housing

- More housing for people with low incomes,
- Noise and air quality enhancements of affected homes, and
- Preservation of homes.

Transportation

- Improved access to jobs and services for people with low incomes, people of color, and minorities,
- Improved bike and pedestrian safety,
- Improved connectivity between communities east and west of the freeway,
- Reduced single occupant vehicles,
- Better transit connections,
- Traffic calming in neighborhoods, and
- Bi-state coordination of land use and transportation.

Potential Benefits for Further Study

- More community amenities,
- Improved community connectivity,
- Improved capacity of low-income and minority communities to be advocates for self and community,
- Support of community building activities,
- Support of schools and other community resources, and
- A community mitigation fund.

Effective Outreach Ideas

- Improve community capacity to participate in project/process,

- Apply environmental justice to its fullest,
- Use a variety of outreach tools,
- Decentralize methods of outreach,
- Establish culturally sensitive, community based outreach program,
- Build community and one-on-one relationships,
- Recognize diversity of non-English-speaking groups,
- Have tangible, accessible displays,
- Make information and bureaucracy understandable,
- Use community media to reach people, and
- Ensure culturally sensitive communication with immigrant groups.

With environmental justice there is no how-to book; however, common sense can serve practitioners well. A few lessons were learned from the I-5 EJ Stakeholder Focus Groups. First, significantly reduce—if not eliminate—advertising as part of the outreach process. Instead, hire community outreach workers or subcontract with community organizations for outreach work. The practitioners must be prepared to do additional analysis to answer questions posed by the community. It is recommended to have strong facilitators to help manage this process. Remember to be kind, empathetic, and, most importantly, listen to the community's concerns.

Future issues which need attention include the following:

- Follow up with commitments (build trust),
- Build on planning efforts and approach during National Environmental Protection Act stages,
- Train others within the agency to continue outreach approach,
- Air toxics and local air quality (how to analyze and assess cumulative impacts), and
- Funding for Community Enhancement Fund will require working with other federal, state, and local partners.

[Click here for PowerPoint presentation by Ms. Deane.](#)

Take Something with You
Parables to Challenge Us

HOW THE MILKY WAY CAME TO BE

Melinda Bailey

Storyteller

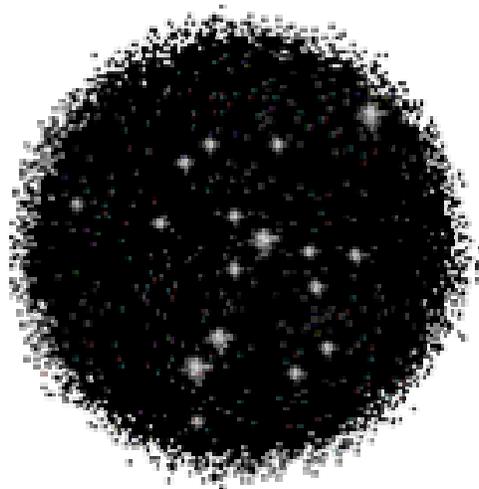
The following story originated from South Africa

Up there, in the sky, there are billions of stars. No one knows how many, because no one can count them. And to think that among them is a bright road which is made of wood ashes—nothing else!

Long ago, the sky was pitch black at night, but people learned in time to make fires to light up the darkness.

One night, a young girl, who sat warming herself by a wood fire, played with the cool ashes. She took the ashes in her hands and threw them up to see how pretty they were when they floated away. She put more wood on the fire and stirred it with a stick. Bright sparks flew everywhere and wafted high, high into the night. They hung in the air and made a bright road across the sky, looking like silver and diamonds.

And there the road is to this day. Some people call it the Milky Way; some call it the Stars' Road; but no matter what you call it, it is the path made by a young girl many, many years ago, who threw the bright sparks of her fire high up into the sky to make a road in the darkness.



ZOO STORY

This story was first heard at a professional conference. A variation of the story follows.

When the Madison zoo was a young organization, like many newly forming organizations, it did not have many resources. When it received its first resident, a large white polar bear, there was no permanent place to put the animal. So they put it in a temporary space, which was a fenced-in rectangular area about 30 feet by 60 feet. The animal began to pace...back and forth, back and forth, back and forth all day long. When the construction on the animal's regular habitat was almost complete, the administration and workers at the zoo put their heads together to decide the best way to introduce the animal to its new home. They decided to do so in the least disruptive way possible. When the animal went to sleep one night, the workers took down the temporary enclosure. When the bear awoke in the morning, it began to do what it had learned to do...pace back and forth. The bear had yet to learn the truth of its situation...which was ...that it had a lot more room...a lot more space...a lot more freedom than it knew about.





TRB Community Impact Assessment in the 21st Century:

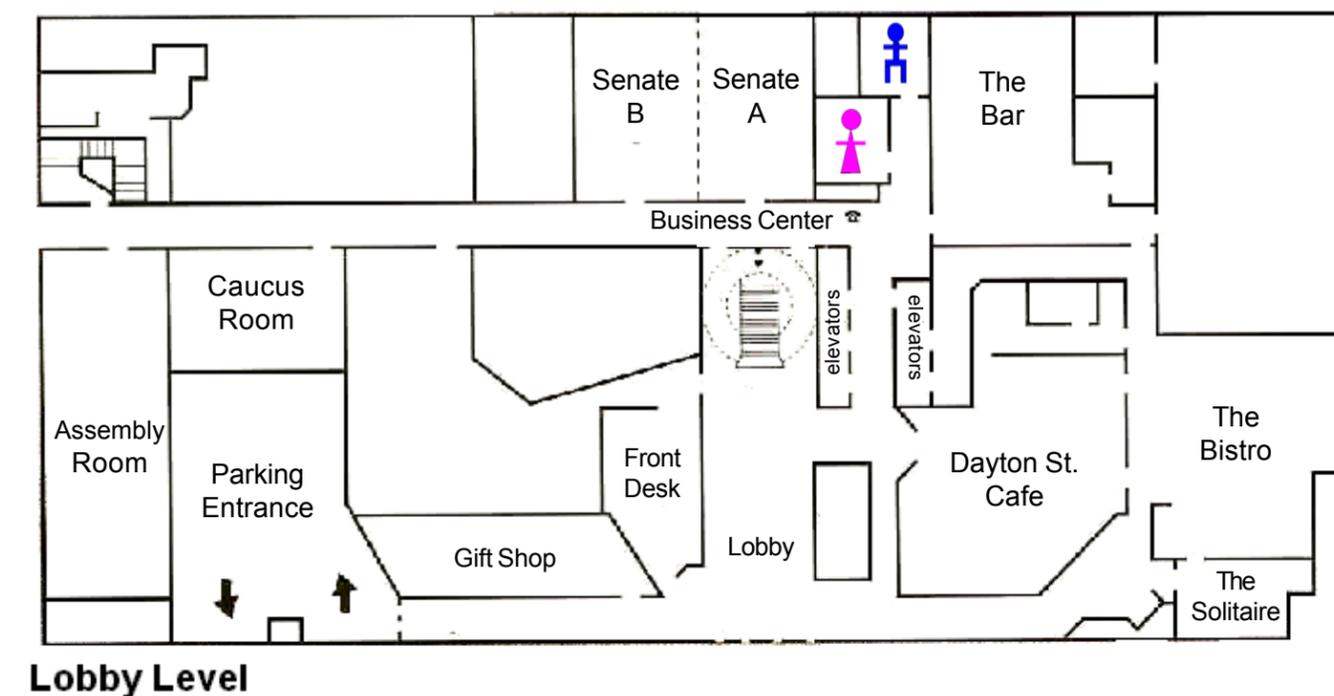
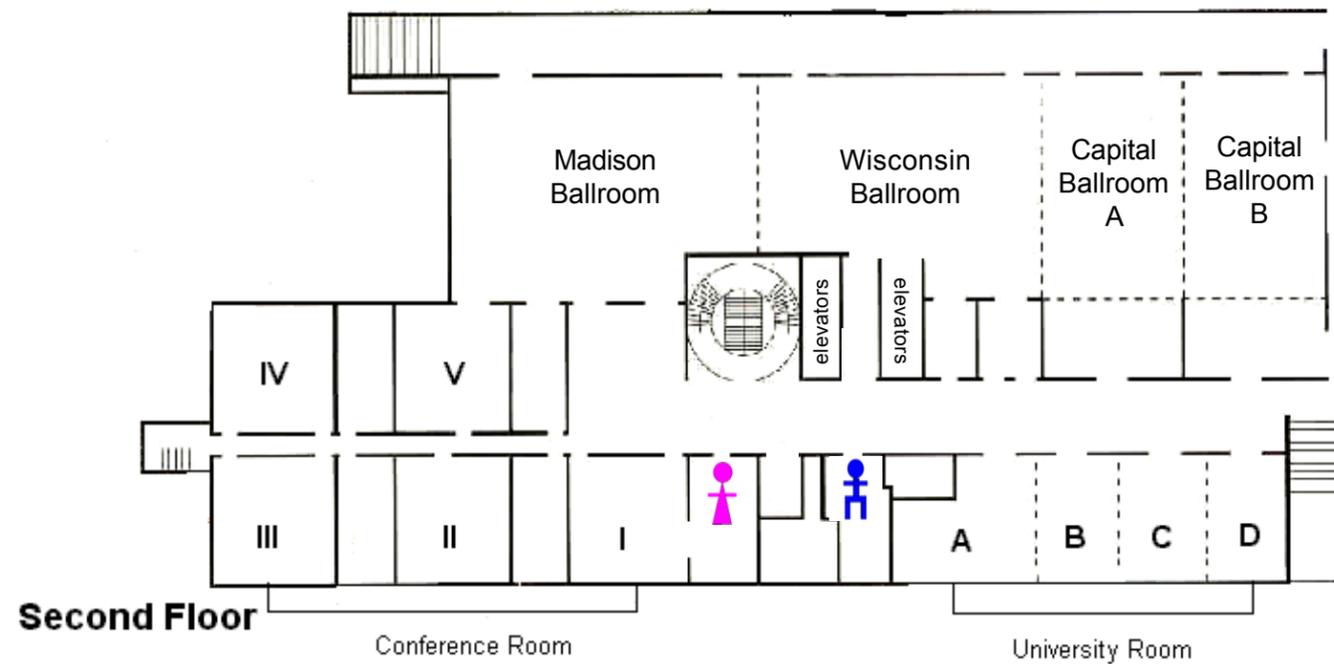
*Making Connections and
Building Relationships*

FINAL PROGRAM

August 19 - 21, 2002

The Madison Concourse Hotel

Madison, Wisconsin



Planning Committee

Susan Fox, Wisconsin DOT
Carl Goode, North Carolina DOT
Greg King, California DOT
Brenda Kragh, FHWA Headquarters
Gerry Larson, Minnesota DOT
Judy Lindsey-Foster, Maine DOT

Mary McDonough-Bragg, FHWA, Midwest Resource Center
Anne Morris, Wilber Smith Associates
Janice Osadczuk, Indiana DOT
Gary Toth, New Jersey DOT
Ralph Zampogna, Pennsylvania DOT

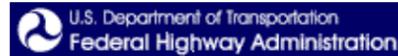
Purpose

- To increase awareness and knowledge of the transportation community impact assessment (CIA) process.
To recognize the role and importance of CIA in the transportation decision-making process.
To hear stakeholders' viewpoints on transportation planning and project development.
To learn about the latest tools available to CIA practitioners.
To practice using several data-gathering tools.

Sponsors



Transportation Research Board www.trb.org



Federal Highway Administration www.fhwa.dot.gov



Wisconsin Department of Transportation www.dot.state.wi.us

Additional appreciation to the New Jersey Consulting Engineering Counsel

Hotel

The Concourse Hotel and Governor's Club

1 West Dayton Street
Madison, WI 53703
608-257-6000
608-257-8454 (fax)

Registration

- Continental breakfast, breaks and lunches are included in the registration fee.
\$200 until July 29; \$250 after July 29 and on-site.
Attendees have been divided into four teams. Each team is represented by a color. Please check the back of your badge for your team assignment.

Continental Breakfast 7:30 a.m. -- 8:30 a.m.

General Session 8:30 a.m. -- Noon (Wisconsin Ballroom)

Welcome and Opening Remarks. Mayor Sue Bauman and WisDOT Acting Secretary Tom Carlsen.

8:45 a.m.

Addressing Change: What makes a healthy community? What is social infrastructure? How can we integrate this concept/knowledge into our transportation decision-making?

The Change Group, community change consultants

9:45 a.m.

Interactive exercise: Who is here? What states are represented? Agencies? What is participant level of knowledge and practical experience with CIA?

Facilitator: Louise Smart, Partner, CDR Associates

Challenge to participants—Inform, Interact, and Innovate.

Break 10:15 a.m. -- 10:30 a.m.

10:30 a.m.

Overview of CIA: A Primer: How do EJ and Public Involvement fit into CIA?

Facilitator: Leroy Irwin, Florida Department of Transportation, Manager, Environmental Management Office.

K. Lynn Berry, Community Impact Specialist, FHWA Southern Resource Center, Atlanta, GA

Mary McDonough-Bragg, Planning and Environment Team Leader, FHWA Midwestern Resource Center, Chicago, IL

Leigh Lane, Environmental Planning Consultant.

11:45 a.m.

An Overview of "Smart Growth" Planning

Kassandra Walbrun, Wisconsin Department of Transportation, Wisconsin's Comprehensive Planning Law

Monday, August 19

Lunch Noon -- 1:00 p.m. (Madison Ballroom)

Art Shegonee, Call for Peace.org: Menominee/Potawatomi Traditional Dancer

General Session 1:00 p.m. -- 2:30 p.m. (Wisconsin Ballroom)

Community Impact Assessment and Context Sensitive Design/Solutions: How are they connected?

Presenters: Tom Kindschi, HNTB Milwaukee A real time example of integrating the two processes: The Marquette Interchange project in Milwaukee.

Gary Toth, Manager, Bureau of Project Scope Development, New Jersey Department of Transportation. Lessons learned in New Jersey.

Sue Thering, PhD, Professor of Landscape Architecture, UW-Madison. Community visioning.

Break 2:30 p.m. -- 3:00 p.m.

Breakout Sessions 3:00 p.m. -- 4:15 p.m.

Community Vision Planning. Mix of stakeholders in each group.

Goal: Practice integrating viewpoints of various stakeholders, including transportation professionals, in a community planning process.

| | |
|--------|--------------------|
| Blue | University Room A |
| Yellow | Conference Room I |
| Green | Conference Room II |
| Red | Conference Room V |

General Session 4:15 p.m. -- 5:15 p.m. (Wisconsin Ballroom)

Report out and discussion of each group's findings and recommendations.

Reception 6:00 p.m. -- 7:15 p.m. (Madison Ballroom)

Tuesday, August 20

Breakfast / General Session 8:00 a.m. -- 9:00 a.m. (Madison Ballroom)

It's Larger Than Transportation: What Story Does the Community Have to Tell Us?

Surprise presenters.

Breakout Sessions 9:00 a.m. -- 11:15 a.m.

| <u>Time</u> | <u>Team</u> | <u>Session</u> |
|-----------------|--------------------------|--|
| 9:00am-10:00am | Blue/Green Yellow/Red | Mapping Sacred Places Engaging Low-Income |
| 10:15am-11:15am | Blue/Green Yellow/Red | Engaging Low-Income Mapping Sacred Places |

Mapping Sacred Places (Capital Ballroom A)

How can we identify those special places that define a community? What do we do with this information in our transportation decision-making?

Barbara Toren, Izaak Walton League; Linda Horvath, SmithGroup/JJR, Inc.

Engaging Low-Income and Minority Populations (Capital Ballroom B)

Effective CIA techniques and lessons learned, including those from a recent project in South Carolina.

Anne Morris, Wilbur Smith Associates

General Session 11:30 a.m. -- 12:15 p.m. (Madison Ballroom)

To kick-off mobile workshop

Fred Kent, Project for Public Spaces

12:15 p.m. Box Lunch and Shuttle Departure

Mobile Workshop 1:00 p.m. -- 2:00 p.m.

Toni Gold, Project for Public Spaces

Field trip to Park Street. Groups walk a specified section of Park Street to participate in the Project for Public Spaces *place-making*. Experience this hands-on data-gathering method.

Mobile Workshop II 3:00 p.m. -- 5:00 p.m.

Return to the hotel to complete exercise.

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|--------|--------------------|
| Blue | University Room A |
| Yellow | Conference Room I |
| Green | Conference Room II |
| Red | Conference Room V |

Wednesday, August 21

Continental Breakfast 7:30 a.m. -- 8:00 a.m.

Breakout Sessions 8:00 a.m. -- 11:30 a.m.

This is about real people: How to work through partnerships to accomplish CIA.

Choose 2 sessions (8:00 a.m. - 9:30 a.m. and 10:00 a.m. - 11:30 a.m.)

Session 1: Addressing Cultural Differences (Capital Ballroom A)

What do we need to know about cultural differences when projects impact multi-ethnic and/or multi-racial communities? How can we be most effective?

Moderator: Louise Smart, Partner, CDR Associates

Panel discussion with community stakeholders: Thai Ying Lee, S.E. Asian; Romilia Schlueter, Latina; Hanah Jon Taylor, African-American; Art Shegonee, Native American

Session 2: Inclusive Transportation Decision-Making: What Is It? (Capital Ballroom B)

What can we learn from these external stakeholders? What can we do differently as transportation decision-makers? How can we get citizens involved earlier in the process?

Facilitator: K. Lynn Berry, FHWA Southern Resource Center

Panel discussion with community stakeholders.

Nancy Rhodes, Bed and Breakfast Owner—USH 14 in Viroqua

Ingrid Mahan, Viroqua Main Street Program Manager—USH 14 in Viroqua

Jim Engle, Director of Bureau of Downtown Development—Wisconsin Main Street Program

Dave Cieslewicz, Director, 1000 Friends of Wisconsin

Session 3: Beyond Concepts: How to Implement Context Sensitive Design (University Room)

How do we balance the needs of diverse stakeholders?

Facilitator: Leigh B. Lane, Environmental Planning Consultant.

Panel discussion with community stakeholders.

Roger Bannerman, Wisconsin DNR

Jane Grabowski-Miller, Middleton Hills Development

Larry Nelson, City of Madison, Traffic Engineering

Chuck Strawser, Bicycle Federation of Wisconsin

Wednesday, August 21

Lunch 11:45 a.m. -- 1:00 p.m. (Madison Ballroom)

Featured Speaker: Eugene Cleckley, Director of Field Services, South, FHWA Southern Resource Center.

General and Summary Sessions 1:00 p.m. -- 4:00 p.m. (Capital Ballroom)

1:00 p.m. *Developing a Community Vision*

How the CORPlan model was used to develop a community vision for Charlottesville, VA and its surrounding area. This is an integrated land use and transportation modeling effort.

Hannah Twaddle, Renaissance Planning Group and Christopher Sinclair, Renaissance Planning Group

The impact of alternative economic development and land use options using the Wisconsin Economic Impact Modeling System.

Steve Deller, Professor and Community Development Specialist, Department of Agricultural and Applied Economics, UW-Madison

Break 2:00 p.m. -- 2:15 p.m.

2:15 p.m. *Effective Implementation of CIA*

The Martin Luther King, Jr. Blvd. Project in Portland and the I-5 Partnership in Oregon. How CIA worked on these projects, one a city urban arterial, the other a corridor planning study.

Presenter: Dan Layden, City of Portland; Kate Deane, Oregon DOT

3:15 p.m. *Take Something With You*

Melinda Bailey, Storyteller: *A parable to challenge us.*

Wrap-up and discussion of the workshop.

Appreciation to all participants and speakers.

APPENDIX B

List of Attendees

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APPENDIX C

TRB Community Impact Assessment Joint Subcommittee Members

Subcommittee of TRB Committees on

- Social and Economic Factors in Transportation (A1C06)
- Public Involvement in Transportation (A1D04)
- Environmental Analysis in Transportation (A1F02)
- The Joint Subcommittee was established January 2001.

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To allow for diversity and keep the Core Group manageable, only one representative from any one organization will be allowed to be a Core Group Member. There will be an "Associate Members" list available to all who want to be actively involved in the Joint Subcommittee. Periodically, Core Group membership will be reviewed and inactive members asked to change their status to allow for new members. It was voted to have renewable three-year terms.

Joint Subcommittee Mission Goals Community Impact Assessment (CIA) Joint Subcommittee

March 13, 2001

Vision:

To promote full consideration of the impacts of proposed transportation activities on communities during collaborative transportation decision making, so that mobility solutions add value to the human environment and quality of life, and are compatible with the community's vision of the future.

Mission Statement:

To provide a national forum for discussion and education on issues surrounding the human environment, and advocate consistent implementation of the concepts and principles embodied in Community Impact Assessment (CIA) with comparable consideration of impacts to that given the natural environment during transportation decision making.

Goals:

- Institutionalize Community Impact Assessment concepts, practices, and processes into federal, state, and local government standard operating procedures and throughout planning, preliminary design, project development, construction, and operation and maintenance.
- Promote state-of-the-art Community Impact Assessment practices.
- Serve as a National resource on Community Impact Assessment.

Objectives:

- Provide information and education on implementing Community Impact Assessment through technology transfer, information sharing, outreach, partnering, and networking.
- Enhance the state-of-the-art in Community Impact Assessment through promoting research, training, and information sharing.
- Provide Community Impact Assessment perspective on proposed government regulations and policies.

Strategies/Tasks:

- Develop and conduct training, make presentations, and provide guest speakers on Community Impact Assessment to interested groups.
- Create and publish list of available state, federal, or other training relevant to Community Impact Assessment
- Develop a state/federal Community Impact Assessment list of contacts—CALTRANS/FHWA.
- Bring National Community Impact Assessment website on-line—FL DOT/FHWA/CUTR.
- Provide a hot link to relevant websites and full text documents.
- Establish a list serve for government interactions (post questions and offer answers, post announcements, etc.).
- Establish a National Community Impact Assessment Training Course—FL/FHWA.

- Suggest and participate in the identification and prioritization of research needs via NCHRP, TRB, and other appropriate means.
- Identify links of Community Impact Assessment to sustainability/livability initiatives.
 - Establish best practices.
 - Publish an electronic newsletter and distribute periodically via email.
 - Prepare written practitioner guidance, booklets, pamphlets, handbooks, etc.
 - Create brochure showing Community Impact Assessment's far-reaching effects, interrelationships, and relevance.
 - Establish basic Qs and As for Community Impact Assessment.
 - Sponsor workshops on Community Impact Assessment-related topics.
 - Provide continuous tracking of Community Impact Assessment case studies.
 - Co-sponsor workshops with community-based organizations on Community Impact Assessment—related topics.

APPENDIX D

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The **Transportation Research Board** is a division of the National Research Council, which serves the National Academy of Sciences and the National Academy of Engineering. The Board's mission is to promote innovation and progress in transportation through research. In an objective and interdisciplinary setting, the Board facilitates the sharing of information on transportation practice and policy by researchers and practitioners; stimulates research and offers research management services that promote technical excellence; provides expert advice on transportation policy and programs; and disseminates research results broadly and encourages their implementation. The Board's varied activities annually engage more than 4,000 engineers, scientists, and other transportation researchers and practitioners from the public and private sectors and academia, all of whom contribute their expertise in the public interest. The program is supported by state transportation departments, federal agencies including the component administrations of the U.S. Department of Transportation, and other organizations and individuals interested in the development of transportation.

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