POP

Project Outreach Planner

UDOT
CONNECTING COMMUNITIES

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1 Introduction

"Plan and execute appropriate strategies to involve and communicate with the public."

UDOT's strategic direction involves four very specific goals: Take Care of What We Have, Make the System Work Better, Improve Safety and Increase Capacity. How we interact with the public as we work to achieve those goals is critical to UDOT's success. As such, planning for and executing appropriate strategies to involve and communicate with the public at large and with individual stakeholders throughout the life cycle of a transportation project is critical. From concept to construction and through maintenance, the public's needs, concerns and questions must be considered and addressed to effectively reduce impacts.

To effectively manage project outreach plans and activities, project managers and teams need information and tools to analyze outreach needs and decide how to meet them. The Project Outreach Planner (POP) is that resource. The following pages provide tools for analyzing and quantifying project outreach needs, which will ultimately lead to appropriate and efficient outreach management.

2 Role of Communications Staff and Region Public Involvement Managers

"Expert in-house resources available to project managers and project teams."

The UDOT Communications staff and Region Public Involvement Managers (PIMs) are the in-house experts on communications and outreach needs and strategy. They are a resource to project managers and project teams. However, given the sheer volume of projects in the Region and Department-wide at any given time, this guide and the following tools have been developed to assist project teams in determining the outreach level on any given project, streamlining the outreach management decision-making process.

Region PIMs should be involved in all public involvement and outreach decisions. They are a resource to the project team and to the third-party communication support. UDOT-wide, the Department's Communications team must also be updated on project-level activities to coordinate broad-based communications strategy and outreach.

The Outreach Analysis Worksheet described below summarizes project needs and shows how the level of public involvement and outreach was determined. These tools provide the PIM and Communications staff with a quick-reference on the decision-making process and a basic frame of reference upon which future conversations can develop.

3 Department Design Network Integration

> "Updates to existing tasks within each of UDOT's current design process networks."

To facilitate efficient and effective implementation of the POP, language and activities have been added to existing tasks within each of UDOT's current design process networks. These additions outline when and how the POP should be used to analyze need and to establish appropriate outreach budgeting, activities and team framework for the project.

The following design networks and tasks were updated in early 2010 to integrate POP concepts and activities:

NETWORK	UPDATED TASKS
Concept Report Network	**60C** – Determine Public Involvement Concept
EA/EIS Activity Network	**05E** – Develop Initial Public Involvement Plan **38E** – Implement Public Involvement Plan
Design Network	**00Z** – Project Setup **05Z** – Identify Project Resources **11Z** – Develop Draft Transportation Management Plan (TMP) **11I** – Develop Initial Public Involvement Plan **31I** – Revise/Implement Public Involvement Plan **51I** – Revise/Implement Final Public Involvement Plan **53I** – Determine Construction Public Involvement Efforts **71I** – Create Construction Public Involvement Plan **09V** – Initial Project Team Meeting **19V** – Project Identification Meeting **29V** – Initial Geometry Review Meeting **39V** – Design Review Meeting **69V** – Plan Review Meeting **79V** – Project Documents Review Meeting
Orange Book Projects Activity Network	**01M** - Initiate Project **07M** - Public Involvement
Local Government Network	**07L** – Kickoff Meeting

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Analysis

"The Outreach Analysis Worksheet is used to establish an overall level of outreach need."

The first step in meeting any need is defining it appropriately. For communication and outreach analysis, it is necessary to consider a wide range of possible impacts and perspectives. As appropriate questions are defined and addressed, a picture begins to emerge that points a project team in a direction for meeting the public's needs.

Outreach Analysis Worksheet

The following questions were developed to address the primary needs, issues and concerns of a variety of stakeholder groups affected by transportation projects. These questions appear in the Outreach Analysis Worksheet and are explained below. Answers to these individual questions will then be used to establish an overall level of outreach need.

1. What is the level of the environmental document?

By statute and good practice, different levels of environmental analysis dictate commensurate levels of public involvement and outreach in order to successfully complete an environmental document. NEPA requires that an appropriate public process be followed to provide the critical public perspective in an environmental analysis. Beyond that, however, transportation departments and decision-makers are well served by involving the public to the appropriate degree, even going beyond the minimum NEPA requirements, when considering a proposed transportation action. Doing so provides the Department with better credibility, builds the relationship of trust necessary for sustainable transportation solutions and leads to better decisions most of the time. An environmental process that is informed by a variety of perspectives is infinitely more defensible and often provides better solutions.

2. What is the anticipated level of political impact?

Transportation decisions are based primarily on technical analysis as well as environmental and public considerations, which must include political weight and opinion. Gaining and maintaining political credibility with elected officials at all levels of government has long been a goal of the Department. Project teams must take into account the potential political impacts associated with a transportation project to ensure political capital is not expended unnecessarily.

3. How much agency and special interest (cities, counties, school districts, activist groups, etc.) involvement do you anticipate?

Closely related to political considerations is the level of interest and coordination necessary with affected agencies and special interest groups. A rotomill and overlay project along a minor arterial within the limits of one city, for example, will require far less agency coordination than would a proposed freeway running through multiple cities and spanning several counties. Care should also be taken to consider non- and quasi-governmental agencies as well (such as school districts) and environmental and other special interest groups, utility companies, or neighborhood and other citizen/community groups. Close coordination with existing groups will provide a strong foundation upon which other outreach activities can be built, be it coordination with one neighborhood and one city or multiple agencies and municipalities.

4. What is the functional class for the roadway?

Both the geographic size of a study or project area and the type of facility being considered are vital considerations in the potential impact of a transportation project on the public.

5. What is the anticipated study/project duration (cradle to grave if at concept or by individual phase when the POP is being completed later in project development)?

The calendar length of potential impacts is a strong indicator of communication need. History has taught project teams that the public can endure almost any

impact for a brief period of time, provided the appropriate notification is given and adequate accommodation is made for alternative means of getting from here to there. When impacts are stretched over an entire construction season or span years rather than months, a more rigorous public involvement and outreach campaign is typically warranted.

6. What is the study/project budget?

Though not an absolute, in most cases the bigger a project's budget, the bigger its impact to the public. As such, a project's programmed amount is often a solid indicator of public involvement and outreach need.

7. What is the potential for stakeholder conflict surrounding this study/project?

Many factors are indicators for potential stakeholder conflict: right-of-way impacts, access management, severe lane restrictions or full closures, or impacts to business districts. All of these provide ingredients for conflict with stakeholders. Taking these less technical - but no less important - considerations into account can guide project teams in planning appropriate public involvement and outreach.

8. Historically, how has the public reacted to transportation projects in the area?

Over time, Department personnel and project teams come to know and recognize geographic areas or special groups of people who have a history of particular reactions to transportation projects. This historical perspective is vital to consider in planning for public involvement and outreach. Reviewing project histories and conversing with past project managers or team members is useful in identifying those areas or groups who have strong opinions about the Department in general or about specific transportation issues.

9. How many residential or business properties are immediately adjacent to this study/project?

Considering the sheer number of directly affected stakeholders is a sound measure for outreach need. Care should be taken, however, not to assume too much based solely on the number of affected stakeholders. While a larger number provides a good case for a larger effort, often intense, direct impacts to a small number of stakeholders can be just as demanding in terms of public outreach and involvement.

10. What is the likely level of impact to facility users (motorists, peds, non-motorized, etc.)

While somewhat subjective, this question allows project teams to consider such factors as ADT, facility type, Level of Service (LOS), and anticipated traffic/construction impacts in determining user impact. Each of these factors will vary from project to project and from area to area. As such, an overall anticipated impact to the traveling public should be weighed.

11. What is the number and complexity of right-of-way impacts?

The acquisition of private property is likely one of the most tangible impacts a transportation project can have, affecting life decisions for many stakeholders. As such, the number and complexity of any right-of-way acquisitions must be considered.

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Planning

"Better planning helps project teams navigate the dynamic process of public involvement and outreach."

Based on the Outreach Analysis Worksheet score, a corresponding level of need can be determined by referencing the chart below. Simple categorization of a project's outreach need provides the benefit of being able to plan for and better manage multiple projects. However, project managers and teams should remember that public involvement and outreach is a dynamic process. Adjustments are often required over the life cycle of a project, with corresponding changes in approach, strategy and tasks. Given this, be aware that a project may move from level to level on the chart as it evolves from phase to phase, or even within a single project phase.

SCORE*	POP LEVEL	TYPICAL PROJECT DESCRIPTION
0 - 1	**Level 1**	The project either does not require an environmental document or will be handled through a CatEx 2. The likelihood of political scrutiny is low, and few agencies must be coordinated with. The project is likely to be brief in duration and confined to a smaller area. The public is likely to have little interest or be supportive of the proposed improvements, with little likelihood of conflict. Few if any direct impacts are expected to adjacent properties and the traveling public.
1.1 - 2	**Level 2**	The project is likely being accomplished through a CatEx 2 level document, though a CatEx 3 is also a possibility. Likelihood for political impact is low, and only a few agencies must be coordinated with. The study/project area is likely to be confined to a single city or section of a county. The project is either brief in duration with minor impacts to the traveling public and adjacent property owners, or is more lengthy in duration but with little to no impact. Historically, public interest is either low, or the public has been supportive of transportation projects. Care should be taken to reinforce the positive relationships that exist with various stakeholder groups.

SCORE*	POP LEVEL	TYPICAL PROJECT DESCRIPTION
2.1 – 3	**Level 3**	The project is likely being accomplished under a CatEx 3 level environmental document, though an EA is possible and a CatEx 2 document may require this level of public involvement. Political considerations are moderate, and the number of agencies requiring coordination begins to rise in this level. The project may span two or three communities and require other agency coordination. The project is likely to last an entire construction season with moderate impacts to the traveling public and adjacent stakeholders. Given the longer project duration and the rising level of impact, potential for conflict also begins to rise. Public interest levels also increase, as well as the likelihood for Department or project detractors.
3.1 – 4	**Level 4**	This project is likely to require an EA or an EIS, though CatEx level documents often require extensive public involvement and outreach as well. There is a high level of anticipated political impact and multiple agencies will require coordination by and with the project team. The study/project scope likely covers multiple municipalities and a larger geographic region. The project is likely to last one to two construction seasons and will likely present significant delay and impact to the traveling public. The number of adjacent property impacts is significant or the impacts to a lesser number of adjacent properties are more severe at this level. Given the above factors, the likelihood of conflict is high and the public interest will be high and may be primarily negative.
4.1 - 5	**Level 5**	While the environmental rigor for a project requiring this level of public involvement and outreach is likely high – an EA or an EIS – other factors can push a CatEx 2 or 3 project to this level as well. Political implications associated with this study or project are considerable, with policy-level decision-makers taking personal interest in project outcomes. Corresponding agency interest is also high, with many government, agencies and special interest groups needing coordination and involvement. The project scope is large, with an extensive project or study area, and duration is likely to span years rather than months. Impacts will be heavy and of a long duration, ranging from extensive right-of-way takes to severe lane restrictions and delay. Again, the likelihood for conflict is high, given the high stakeholder interest and potential for negative Department perceptions.

**** Special Scoring Considerations***

- ***Design/Build & CMGC*** *– Due to the increase in unknowns (impacts, design, schedule, etc) in Design/Build and CMGC projects, they typically require a higher degree of public involvement planning and effort. As such, teams should add .5 to the POP Score before determining the POP Level.*
- ***Orange Books*** *– Given the shorter duration, varied nature and lower impact of most Orange Book projects, teams should subtract .5 from the POP Score before determining the POP Level. Within Orange Book projects, however, teams should give special consideration to outreach approach for chip seals, microsurfacing and rumble strips.*
- ***Trails*** *– While no standard adjustment has been assigned to trails as a category, teams should give special consideration to trail project outreach. POP Score adjustments up or down may be warranted as Department history indicates a wide range of public reaction to trails..*

Once the outreach level is determined, a project team can consider how best to meet the project's needs by involving appropriate staff members, planning for the use of effective tools, and building the necessary estimated contract dollar amounts into the project budget.

Level-by-Level Description of Staffing and Possible Tools

(Tool definitions in Appendix A)

LEVEL 1			
	Environmental	**Design**	**Construction**
Primary Resources	Region PIM		Project Contractor Designee
Possible Tools	• Agency/ Municipal Coordination • Key Stakeholder Coordination		• VMS Boards • Construction Fliers • UDOT Summary Web Page • Impacted Stakeholder Contacts

LEVEL 2			
	Environmental	**Design**	**Construction**
Primary Resources	Region PIM	Region PIM	Project-specific Public Involvement/Information Manager (contractor or third-party)
Possible Tools	• Agency/ Municipal Coordination • Key Stakeholder Coordination • Project Flier • Open House	• Continued Agency and Stakeholder Coordination	• VMS Boards • Construction Fliers • UDOT Summary Web Page • Stakeholder Availability • Press Release • EMS Coordination

LEVEL 3			
	Environmental	**Design**	**Construction**
Primary Resources	Third-party public involvement consultant	Third-party or Region to maintain stakeholder contact	Project-specific Public Involvement/Information Manager (contractor or third-party)
Possible Tools	• Agency/ Municipal Coordination • Key Stakeholder Coordination • Project Fliers • Newsletters • Open House/ Hearing • Environmental Justice Outreach • Committees • Facilitated Decision-Making • Special Interest Group Outreach • Media Relations • Project Web Site	• Continued Agency and Stakeholder Coordination • Committees • Project Web Site Updates • Newsletter Updates	• VMS Boards • Construction Fliers • Project Web Site Updates • Stakeholder Availability • Media Relations • Meet the Contractor/ • Groundbreaking • Pre-Con Partnering Session • Advisory Committees • Conflict Resolution/ • Mediation • EMS Coordination • School District/Busing Coordination • Surveys

LEVEL 4			
	Environmental	**Design**	**Construction**
Primary Resources	Third-party public involvement/ communication consultant		Project-specific Public Involvement/Information Manager (can be same firm or different)
Possible Tools	• Agency/ Municipal Coordination • Key Stakeholder Coordination • Project Fliers • Newsletters • Open House/ • Hearing • Environmental Justice Outreach • Committees • Facilitated Decision-Making • Special Interest Group Outreach • Media Relations • Project Web Site • Site Tour • Paid Media • Neighborhood Association Outreach • Partnering Workshops • Pre-Project Conflict Assessment • Focus Groups	• Continued Agency and Stakeholder Coordination • Committees • Project Web Site Updates • Newsletter Updates • Site Tour • Right-of-Way Process Support	• VMS Boards • Construction Fliers • Project Web Site Updates • Stakeholder Availability • Media Relations • Meet the Contractor/ Groundbreaking Event • Pre-Con Partnering Session • Advisory Committees • Ribbon Cutting Event • Conflict Resolution/ Mediation • EMS Coordination • School District/Busing Coordination • Paid Media • Agency/Municipal Leadership Updates • Transit Coordination • Neighborhood Association Outreach • Surveys

LEVEL 5			
	Environmental	**Design**	**Construction**
Primary Resources	Third-party public involvement/communication consultant		
Possible Tools	• Agency/ Municipal Coordination • Key Stakeholder Coordination • Project Fliers • Newsletters • Open House/ • Hearing • Environmental Justice Outreach • Committees • Facilitated Decision-Making • Special Interest Group Outreach • Media Relations • Project Web Site • Site Tour • Paid Media • Neighborhood Association Outreach • Partnering Workshops • Process Evaluation • Policy-level Problem Solving • Pre-Project Conflict Assessment • Focus Groups	• Continued Agency and Stakeholder Coordination • Committees • Project Web Site Updates • Newsletter Updates • Site Tour • Right-of-Way Process Support • Partnering Workshops • Policy-level Problem Solving	• VMS Boards • Construction Fliers • Project Web Site Updates • Stakeholder Availability • Media Relations • Meet the Contractor/ Groundbreaking Event • Pre-Con Partnering Workshop • Advisory Committees • Ribbon Cutting Event • Conflict Resolution/ Mediation • EMS Coordination • School District/ Busing Coordination • Paid Media • Agency/Municipal Leadership Updates • Transit Coordination • Neighborhood Association Outreach • Policy-level Problem Solving • Surveys

Level-by-Level Description of Budget Estimates

This table provides a framework for approximate budgets that contractor or third-party public involvement and communication support may propose, based on the requested level of outreach.

POP LEVEL	ESTIMATED CONTRACT BUDGET*	NOTES
Level 1	$5,000 - $20,000	Contractor bid item
Level 2	$10,000 - $40,000	Assumes third-party support in construction phase only
Level 3	$25,000 - $150,000	Assumes third-party support during environmental and design phases in addition to construction phase
Level 4	$75,000 - $350,000	Assumes full-scale third-party support in all phases, with potential change at construction phase
Level 5	$250,000 - $10,000,000	Assumes full-scale third-party support in all phases, preferably with the same third-party entity throughout

** Assumes total labor and direct costs associated with contract public involvement and communication support in all project phases (environmental, design, construction). 2010 dollars are reflected in estimates. Estimated contract suggestions are subject to revision every two years.*

6 Conclusion

"Effective project outreach must be custom-designed to fit project needs."

Experience shows that projects evolve and needs change based on public and agency input, technical and political considerations and the changing funding environment. While the POP is meant to provide project teams with an overview of the outreach planning process and tools to evaluate and meet the needs of a project, it is critical to note that effective project outreach must be custom-designed to fit project needs.

That said, the POP is meant to assist project teams in assessing the range of outreach needs, identifying tools that may be used in meeting those needs, and providing an estimate of the potential costs associated with their implementation.

CLEAR FORM PRINT FORM

Outreach Analysis Worksheet

Instructions: Select the most appropriate answer to each question by clicking on the pull down menu and clicking on your response. Answers will be automatically totaled and the POP Level displayed below.

1. What is the level of the environmental document?

   CLICK TO SELECT

2. What is the anticipated level of political impact?

   CLICK TO SELECT

3. How much agency and special interest (cities, counties, school districts, activist groups, etc.) involvement do you anticipate?

   CLICK TO SELECT

4. What is the functional class for the roadway?

   CLICK TO SELECT

5. What is the anticipated study/project duration?

   CLICK TO SELECT

6. What is the study/project budget? (Amounts in 2010 dollars.)

   CLICK TO SELECT

7. What is the potential for stakeholder conflict surrounding this study/project?

   CLICK TO SELECT

8. Historically, how has the public reacted to transportation projects in the area?

   CLICK TO SELECT

9. How many residential or business properties are immediately adjacent to this study/project?

   CLICK TO SELECT

10. What is the likely level of impact to facility users (motorists, peds, non-motorized, etc.)?

    CLICK TO SELECT

11. What is the number and complexity of right-of-way impacts?

    CLICK TO SELECT

P.O.P. SCORE: 0.00

P.O.P. LEVEL:

***Additional Scoring Considerations*

Is the project D/B or CMGC? CLICK
Adds 0.5 *to the score.*

Is the project an Orange Book Project: CLICK
Subtracts 0.5 *from the score.*

A Appendix A

Project Outreach Planner Tool Descriptions

ADVISORY COMMITTEES: Group of key stakeholders representing various interests and areas of expertise that consults and provides input to a project team. Advisory committees typically represent policy, program, and citizen-level participation and may be used for a variety of focus areas from political (policy), technical, and local community-based interests.

AGENCY/MUNICIPAL COORDINATION: Providing structure and opportunities for communication with state and federal agencies as well as representatives from cities and counties affected by a project.

AGENCY/MUNICIPAL LEADERSHIP UPDATES: Information provided to key municipal and agency staff and leaders. May be through formal presentations with key agency staff, policy makers or community leaders. May also take place in a public forum such as a city council meeting.

COMMITTEES: Groups of stakeholders organized by a project team to address specific project issues.

CONFLICT RESOLUTION/MEDIATION: Formal process of bringing two or more parties with diverse interests together to find solutions. May be done informally such as a door-to-door visit or formally through a mediation process and resolution document (memorandum of agreement).

CONSTRUCTION FLIERS: Informational sheets that notify project stakeholders of construction-related scope, schedule and typically immediate impacts.

EMERGENCY MANAGEMENT SYSTEM (EMS) COORDINATION: Communication with emergency responders such as police, fire, 911, ambulance services.

ENVIRONMENTAL JUSTICE OUTREACH: Working with historically disadvantaged groups to ensure their voice is heard and their interests are represented in the decision-making process.

FACILITATED DECISION-MAKING: Process of reaching resolutions through a structured, collaborative process; a trained facilitator guides stakeholders through this process.

IMPACTED STAKEHOLDER CONTACTS: Coordination with businesses, residents, property owners, commuters, agencies, special interest groups and others with a stake in a project decision(s).

KEY STAKEHOLDER COORDINATION: Outreach efforts with key community figures/opinion leaders affected by a project to understand and address concerns.

MEDIA RELATIONS: Leveraging the media (newspapers, magazines, TV, radio) in an effort to inform and educate the public and influence positive public opinion.

MEET THE CONTRACTOR/GROUNDBREAKING: Event held at the beginning of a project to officially kick off construction activities and introduce the public to the contractor and project team.

NEIGHBORHOOD ASSOCIATION OUTREACH: Coordination with community groups to inform/involve in projects.

NEWSLETTER: Communiqué provided to project stakeholders to keep them informed; may include progress updates, project scope and schedule information, graphics, notification of events, contact information, human-interest stories, etc.

OPEN HOUSE: Informal gathering sponsored by the project team to inform and educate the public and receive feedback to be addressed throughout project development.

PAID MEDIA: Advertisements developed and paid for by a project to communicate a specific message to the public.

PARTNERING WORKSHOPS: Team-building exercise meant to create group understanding and buy-in of team goals and commitment to mutually beneficial results.

POLICY-LEVEL PROBLEM SOLVING: Working with an agency's upper-level policy makers to identify issues and solutions and create strategy.

PRE-CON PARTNERING SESSION: Team-building exercise with a project team at the construction kick-off meeting.

PRE-PROJECT CONFLICT ASSESSMENT: Evaluation of key stakeholder issues prior to project initiation to assist in the formulation of a public involvement strategy and to gain an overall understanding of potential hot spots.

PRESS RELEASE: Formal document containing key messages which is sent to the media to initiate media coverage and educate and/or influence public opinion.

PROCESS EVALUATION: Assessment of a collaborative process's goals, results and future strategy .

PROJECT FLIER: Informational sheet that typically includes a brief description of a project's scope, schedule, benefits, potential impacts, etc.

PROJECT WEB SITE: Online resource dedicated to educating the public about a specific project; contains information on project history, facts, scope, schedule, impacts, progress updates, contact page, etc.

PUBLIC HEARING: Formal public gathering usually held at the conclusion of a study to give stakeholders an opportunity to comment on project decisions and results; results of the public hearing are typically formally documented.

RIBBON CUTTING EVENT: Event held at the conclusion of a project to celebrate its completion and recognize all parties involved.

RIGHT-OF-WAY PROCESS SUPPORT: Assistance provided to a project team to coordinate with property owners who are directly impacted by a project due to property acquisition.

SCHOOL DISTRICT/BUSING COORDINATION: Working with schools to develop child access routing plans, bus schedules, safety programs, etc. which facilitate project implementation.

SITE TOUR: Project field trip to give stakeholders an up-close look and explanation of project specifics.

SPECIAL INTEREST GROUP OUTREACH: Coordination with groups with specific agendas; e.g. environmental, business, recreational, social, etc.

STAKEHOLDER AVAILABILITY: Availability to communicate (personal visit, phone calls, email, etc.) with project stakeholders.

SURVEYS: Public opinion polls used to understand and address public concerns and develop public involvement strategy; may be conducted online, by phone or by mail/hard-copy distribution.

TRANSIT COORDINATION: Working with transit districts to coordinate schedules and incorporate project input.

UDOT SUMMARY WEB PAGE: Brief description of project purpose, scope, schedule, impacts and contacts; located on UDOT's Web site.

VMS BOARDS: Electronic message boards placed along the roadside to communicate brief project messages to drivers.