

MAINE DEPARTMENT OF TRANSPORTATION

8/04 * ME

Lessons From The Field -- Little Things You Need to Know About People
Louise Fragala, Leigh Lane, Anne Morris, Joshua Phair, Jumetta Posey

Speaker: ...[every] project was misunderstood. Not that I'm the one, probably, to answer it -- but I don't see the individual in here. Oh, yes. There you are! Okay. Let me explain what was said. I asked about where the money was coming from. All I wanted to know was whether it was enhancement funds or project funds. You told me it was project funds. Apparently, people then took that and felt that I was saying the money was used for mitigation purposes. Now, it's been brought to my attention that it hasn't been used for mitigation purposes. It's been used to raise awareness -- heighten awareness.

Speaker: Well, project enhancements.

Speaker: Enhancements. So, for you folks, it's not correlated to mitigation. It's correlated to enhancement. All right.

We're going to get started.

Speaker: Wait a minute, Lisa, please.

Speaker: [inaudible]

Speaker: I think it's Wednesday afternoon.

Speaker: I want to introduce Leigh Ann Jacobs.

Audience: [applause]

Speaker: I'm not done! Leigh Ann has Federal Highway planning coordination responsibilities for the Southeast Florida coastal region, which includes the major cities of Miami, Fort Lauderdale and West Palm Beach. She also has the division office responsibility for various program areas, including public involvement and CIA. Ms. Jacobs has over 25 years of experience in the transportation field, including the areas of environmental management, policy planning and contract compliance with Florida DOT, and local planning with the Tallahassee - Leon County Metropolitan Planning Organization.

Ms. Jacobs is a certified planner and holds a Bachelor of Arts degree in visual arts, and two Masters Degrees -- urban and regional planning and public administration from Florida State University. Leigh Ann will be our moderator for this afternoon, and she'll introduce the rest of the panel.

Please welcome Leigh Ann.

Audience: [applause]

Moderator: Thank you, Judy. I certainly want to say it's my pleasure to be here. I think it's my first trip to Portland Maine, especially and to New England, in general -- so I've had quite an experience. Last night was great. Food was -- well, let's just say we mutilated a lobster. The music was wonderful and you couldn't have asked for better weather. I think Judy and all the Maine folks deserve a real note of thanks from all of us for what a great job they've done.

Audience: [applause]

Moderator: I wanted to introduce Louise Fragala and Leigh Lane, first. I'm going to let them do their interactive exercise. Then I'll introduce the other two panelists once they're finished.

Louise Fragala is president of Powell Fragala & Associates, a full-service community planning and public involvement firm, headquartered in Lakeland, Florida. Ms. Fragala is directing the development, implementation and training of socio-cultural effects evaluation, or CIA, for the Florida DOT Central Environmental Management Office. PFA -- Powell Fragala & Associates -- and Ms. Fragala, have been helping Florida maintain its cutting edge lead -- or as we sometimes refer to it as the "bleeding" edge in socio-cultural effects and CIA since 1999.

She was principal author of FDOT's complete overhaul of its public involvement handbook and training program. She is also a group facilitator and certified conflict resolution mediator. She's also a graduate of Clemson University, with a Master's in systems management from Nova University. Since 1988, she and her husband Augie have founded Powell Fragala & Associates. She concentrates largely on marketing and all areas of consensus-building and community involvement.

With her is Leigh Lane. Leigh has spent most of her 17-year career working as a transportation engineer at the North Carolina DOT. She was assigned the responsibilities of managing the NEPA process for transportation projects.

Before leaving NCDOT in 2002, she headed the Public Involvement and Community Studies unit -- a new unit formed to develop department-wide guidance for public involvement and CIA, including indirect and cumulative effects analysis.

Leigh is involved in the Transportation Research Board as a committee member of the Social and Economic Factors of Transportation, EJ and Context-Sensitive Design taskforces. She also works part-time at NC State University Center for Transportation and Environment as a senior research associate, where she teaches a course on context-sensitive solutions. She also owns her own environmental planning consulting firm in Raleigh, North Carolina, and she's currently helping to prepare the National CIA course for Federal Highway. Leigh has a BS in civil engineering from NCSU.

With that, the two of y'all, take it away!

Leigh Lane: We know that you've sat for three days, and you've listened to a lot of folks talk. So Louise and I decided, and Ann told us it was okay -- she was kind of getting this session together... She told us it was okay if we did something fun and interactive. So that's what we're going to do.

Before I start that, they're going to be handing out some stuff. Go ahead. I just want to introduce Teresa Townsend, and then you can go about doing your thing.

Teresa -- you see her name up here. I want to give her kudos on this. Actually, Teresa put the slides together for this exercise. She's a research associate with the Center for Transportation and the Environment. We are a university transportation center associated with NCSU -- which is why I'm wearing red and white, today -- to represent NCSU. Of course, I was a graduate from there, as well.

We also want to give some credit to this interactive exercise to Dr. Deanna Dannels. She gave us the idea. I ran it through Louise, and Teresa and Louise and I kind of morphed it a little bit, to come up with something we hope that you'll enjoy. It also has some very important lessons in it. It kind of goes back to the old Chinese

proverb of something like, "I see and I forget, I hear and I remember, I do and I know." So we're going to do some stuff.

Does anybody have any idea what this is?

Audience: [inaudible]

Leigh Lane: Very good, Scott! It's a hat! That's right. Okay. Now, did you notice there's something on your hat? You've got a word on your hat, up there. Everybody has to put their hat on. We're going to keep you awake this afternoon.

At the end of your table. These orange sheets -- you need to grab one and pass it down. There you go. Make sure you get one of those sheets in front of you. You can see here how this [inaudible]. It'll all make sense as we go through it. I'm not going to give it away, necessarily.

We have lots of these different labels, up here. Okay? Now the first thing that you're going to do is I want you to look around and I want you to pick two people. It's probably going to be somewhere close. You may have to get up and move around to see what their hats say on them -- you do want to pay attention to that. You're going to answer these questions, but you're not going to talk to anybody; you're just going to look. That's it. You're going to look and you're going to answer the questions that you have right there.

Does everybody understand that? Some of you've gotten to know each other. I know you've spent three days together. Try to find somebody that you don't know as much about. Go up to them and see what the hat sees on it. Take a look at them. Just look around. Pick two people and answer those questions.

You can come and ask me, too. Melissa's got a hat on.

Louise Fragala: [Leigh] look around this room. What's going on? I see all those little frowny faces.

Leigh Lane: I do, too. I do, too.

Louise Fragala: Oh, shoot! Why didn't I play golf this afternoon? I knew in this dumb weather we were going to come up with this stupid game! How many of you feel that way? Raise your hand. How many of you feel that way?

Audience: [laughter]

Louise Fragala: Okay. Let me explain this to you. I need to introduce you to, "You are not who you are," right now. You're working in a community and an environment. You're working with people who don't think like you do. All I want to do -- all Leigh and I are going to try to for five minutes, and then it's going to be a great presentation where you're going to learn great, exciting things... We just heard Sam say, "Sensitivity." We're not saying you're not sensitive. That's not what we're saying in this exercise.

We're giving you a tool to go back and take to people who don't have the sensitivity that you're here at the conference because you do have. I see Rob in the back that I swear is going to blow this whole exercise. My friend Jeff could create an exercise that would just blow you out of your mind, because he's so wonderful at doing this. He's been [with] the most controversial projects in Florida, and he's made people talk.

You guys don't need this exercise, but you do need to share it with people who don't think like you do. That's all I'm asking you to do. All Leigh and I want you to do is just step for a minute into the community that you're

going to work in, and pretend like you're talking to somebody who has the characteristic that's on your hat. Then I want you to see how it influences you. Or if it influences you. Or how it may influence somebody else.

So only give me 10 minutes of what you think is a really stupid thing -- which Leigh and I don't mind you thinking that, because we're used to it. But just give us 10 minutes of trying to do this, and let us know what happens, so you can see what happens to other professionals who try to do this.

Can you give me 10 minutes? Yes?

Leigh Lane: Yes. Come on.

Louise Fragala: All right. Ten minutes.

First of all, we need you to just find two people, and answer those questions. That's the first thing you're going to do. Okay? Then I'll tell you what the next thing is to do. You just need to look. Don't talk.

Leigh Lane: You're just answering the questions. You're not talking to anybody, yet.

Louise Fragala: You're going to have to move around. You're going to have to get out of your comfort level a little bit. Answer the question by looking at the person with the hat. Just use assumptions. You're thinking about assumptions. That's right.

Leigh Lane: Just what you think.

Leigh Lane: When you finish with that, sit back down.

Louise Fragala: Some great pictures. This is blackmail time.

Leigh Lane: Now, we want you to talk to the folks. Okay? Ask the people that you looked at. I want you to ask them those questions. That's on the back side. All right? So go do that, now. Now you're talking to them. Ask them the questions and get to know them.

Leigh Lane: No. No.

Louise Fragala: Despite the fact that this is not a group that I would allow to follow directions the first time too easily, you did pretty good, once we got you started. Somebody raise your hand if you know the point of this exercise.

Speaker: I would say it's, "You can't judge a book by its cover."

Louise Fragala: Very good. Okay.

Audience: [applause]

Louise Fragala: And do we do that?

Audience: [inaudible]

Louise Fragala: Jeff, when you were doing your CIA in Juanita, tell me what kind of community old Juanita was to an untrained observer.

Jeff: Illiterate, overwhelmingly poor and out of touch with the broader community.

Louise Fragala: When you got in there, what did you find out?

Jeff: Literate, not all poor, and fairly in-touch with the broader community.

Louise Fragala: And had a real concept of where they wanted to live and what they wanted to preserve.

Jeff: Exactly.

Louise Fragala: The danger in what we do and the people with we work with is that those assumptions will overwhelm us, and we will not do our job, because the assumptions come out so clearly. Now, tell me what you found out with your first group when you didn't talk. When you first walked around and you saw peoples' names on their hats. What did you think? How did it affect your answers? Did it?

Speaker: I can't say that it did.

Louise Fragala: Why?

Speaker: I can't think of a reason that was going through my head at the time.

Louise Fragala: Are you just smarter, then?

Speaker: Maybe more random than that.

Louise Fragala: Or are you more sensitive than that?

Speaker: I don't know.

Louise Fragala: Okay. You don't know. Okay. Darla, you've been doing 700 contacts of people. What happened on the [Furth] side? What did you decide? Were they rural or urban?

Darla: Urban for the first one. And suburban for the second one.

Louise Fragala: What hobbies do you think that person had?

Darla: I picked reading and athletics for the first one, and singing and reading for the second one.

Louise Fragala: And what's the favorite color?

Darla: Blue and red.

Louise Fragala: How did you choose that?

Darla: Because blue's my favorite color.

[laughter]

Darla: So it's got to be their favorite!

Louise Fragala: Then what happened when you talked to them?

Darla: I got some of the information kind of right, and some of it kind of wrong.

Louise Fragala: Tell us what you found out.

Darla: Person number 1 lived in a suburban area, liked biking, hiking and walking and the color was green.

Voice: [Boo]

Darla: Boo. Suburban, for the second person. Baking, crafts, watching TV and she likes to be a spectator at sports, but not participate. Her favorite color is yellow.

Louise Fragala: Okay. What happened to Darla? Did her perceptions kind of color how she answered the questions? Right? Sure! Is this probable? Of course!

All right, Kim. I don't know if I can get to you. Come tell me what you found out. Tell me what happened on your first answers and tell me what happened on your second answers. What happened when you just looked, and what happened when you talked?

Kim: I found out I knew very little.

Louise Fragala: Did the hat influence you?

Kim: Yes.

Louise Fragala: How?

Kim: Perception.

Louise Fragala: So you would look at my hat and see that I'm illiterate. So how did it change once you went to talk to them?

Kim: It made me think. You don't just know -- you've got to ask questions to find out what their concerns and interests really are.

Louise Fragala: I get to talk about my favorite project of the year, now. This I93 thing -- this is cool.

Speaker: [inaudible]

Audience: [laughter]

Louise Fragala: Bill, you don't have your hat on! Wait, wait, wait. We have a DOT person without a hat. And it's a know-it-all hat. Duh!

Audience: [laughter]

Louise Fragala: I didn't do typecasting here, guys! What did you find out? What happened on your first call, when you just looked at somebody and answered the question?

Speaker: It was kind of a random guess. Kind of a broad assumption.

Louise Fragala: Which probably happened the first time you went out on your project.

Speaker: Yes.

Louise Fragala: Then what happened when you actually started talking to people?

Speaker: Definitely a different impression.

Louise Fragala: Did the hat influence you?

Speaker: I think so. A little bit.

Louise Fragala: If you saw my hat, what would you think? If you were answering the question for the first time without knowing me, and you saw my hat and you just assumed that I was illiterate, how would that have colored your question?

Speaker: I probably would have based it on where a person lives. I'd probably assume it was more rural. Things like that. Hobbies would probably be something like...

Louise Fragala: Checkers?

Speaker: Yes.

Speaker: [inaudible]

Audience: [laughter]

Louise Fragala: You've been talking to people. Then what about how you would have perceived working with them on the project?

Speaker: I probably would've taken a little more care when talking to them, to explain things to them. Or make an extra effort to not use big words or things like that.

Louise Fragala: Change the way you'd talk to them? Right?

Speaker: Yes.

Louise Fragala: You. A DOT person. You've got "shy" on your head. Did this influence you when you were walking around? Did you see people who talked to you -- did you see any change in their expressions because they were looking at your hat? Did you sense any difference in how they treated you?

Speaker: No.

Louise Fragala: Do you think there was a difference in how you were treated from just looking at you or when they were talking to you?

Speaker: I think that probably the impression was, as you looked at a person, you gained an impression. That's how you deal with people when you first meet them. You size them up and compare it to what you think.

Louise Fragala: Then when you actually get to know them, your perceptions really change.

Speaker: Certainly.

Louise Fragala: Great. You were great. You need to change your hats, obviously. Yours is wrong, too, Shy. Did anybody find something out that you really feel you need to share that you didn't know? Did you find out anything different? Was this a surprising exercise?

Not even going to acknowledge you.

Speaker: I found out everybody doesn't like red. My people liked blue.

Louise Fragala: Why did Leigh ask what your favorite colors are? What does that have to do with anything?

Speaker: It [doesn't have anything to do with] anything.

Louise Fragala: But it is an opinion. I mean Darla said, "Everybody's got to like blue." They are! Then lo and behold, nobody did!

It is an opinion, and what we're dealing with. I think we heard this morning that the expert panel had opinions. Everybody said, "Oh, well, that's just those experts' opinions." They either decided to take it as gospel, or they said, "It's just an opinion. We don't have to listen it." Whichever way your audience is going to receive the information is how you have to deal with it in a project.

What Leigh and I are talking about is if you're looking at these questions...

What do you think this is, you DOT planners, out there?

Speaker: [inaudible]

Louise Fragala: Census data. Level of service. Vehicle miles traveled. Air quality. Right? How many times do we deal with pages that look like this? How many of you deal with pages like this every day? Right? Everybody! You deal with so much data day-to-day-to-day-to-day.

Speaker: [inaudible]

Louise Fragala: She carries her data with her. Does that look like data [inaudible]?

Speaker: [inaudible]

Louise Fragala: She's a soothsayer. What then did we learn from this exercise about the perception of the data that you get, the [lies] that you get? You can tell any story you want with data -- right? So Leigh, why don't you tell us a little bit about what we've learned, here?

Leigh Lane: You all heard while Leigh Ann was reading my little bio there, what all this stuff is talking about. Then it gets to the bottom and goes, "She has a BS in civil engineering. What the heck's up with that?"

I think I'm probably a living testimony to some of these assumptions. If I walked into the room and said the first thing that was maybe on the bio that Leigh Ann read, you might now have believed the rest of it. I do have a BS in civil engineering, but I've learned a whole lot in the practitioner world about numbers. Statistics. There's a saying, "There are lies, there are damned lies and then there are the statistics." I think that this exercise really gets to that.

You saw those numbers. Typically, what I've seen over the last 7 or 8 years now is that many people think doing a CIA is going and collecting the census data. We even got a little more clever than that -- we're starting to get data from other sources. But at the end of the day, numbers are just numbers, and we have to find out what's going on.

In fact, this picture was taken right her in Portland, Maine. I took this while standing about -- Scott, do you remember how high up in the air we were on the conservatory up there?

J. Scott Lane: [inaudible]

Leigh Lane: No, I know we were, then. We were up and I took several pictures. If you'd have seen the photograph, it looked very industrial. You could see the developments, the port -- there were just really no signs of life, at all. It was just taking that low-resolution kind of look at it. But when we came down to the ground, this is what I saw going on. Another example of looking at things but not really seeing or understanding.

That's why we had these numbers -- then the backdrop here is this picture. This is what we're trying to find out. Louise said for me to talk to you about what you learned. What have you learned? What did you learn? I know it's the afternoon, but tell me something. What do you need to do? Jeff [inaudible] thank you.

Jeff: Notwithstanding what you just said about your own background -- and I've met a tremendous number of engineers and other non-social scientists who can do this better than a lot of the social scientists that I've met -- but there are a couple of disciplines out there that I think are underutilized in our employment base. That's a shameless plug for my own academic background of applied cultural anthropology, where cultural relativism, ethnicity, participant observation and the proper use of stats is the hallmark of the entire discipline.

One thing I've learned is that we need to not forget about those folks who are out there looking for work, when we're looking for people who know how to do some of this stuff by training.

Leigh Lane: That's an excellent point. I couldn't agree with you more. I absolutely believe that oftentimes, project managers -- it depends on where you're at -- but many times they do tend to be engineers. Sometimes they're planners. They need to know who to go to. They need to understand that. Anything else you pulled from this?

What were you doing when you went to the person? You were there, you looked at them and you made the assumptions. Then what did you go do?

Speaker: I talked to them.

Leigh Lane: You asked. Then what did you do after you asked the question?

Speaker: I found out if I was right or wrong.

Leigh Lane: You saw if you were right or wrong. You had to listen.

Speaker: Yes.

Leigh Lane: Listening is a very important skill in CIA. It is critical. What does listening mean? Somebody tell me what listening means.

Speaker: What did you say?

Leigh Lane: What did she say? What is "active" listening?

Speaker: Making sure you've got the right understanding.

Leigh Lane: Yes, Jeff.

Jeff: [inaudible] letting the person finish -- and not jumping to conclusions. That's a very important part of listening. Processing what the person said, before you immediately have a knee-jerk reaction to what they've said.

Leigh Lane: Very good. I was reading a book that was entitled something like, "Living a Simple Life." There were all these little anecdotes in there. One of them, this person talked about listening more effectively. It said if you just take -- after the person finishes -- a breath of air. We're just so used to... And I have a terrible habit of it. Listening is not one of my strong points. Lots of practice. It is that important. It's extremely important. When we talk about CIA, it's really about data-sufficiency. I'm giving you a little bit of a commercial, I guess you would say, to the National CIA course. That's going to be a big part of that. We are going to talk about doing data repositories and collecting the data. We're also going to be talking about data sufficiency. How do you do data sufficiency? How do you find out if that information is, in fact, correct? Oftentimes, it may be based on things that are just simply not correct at all.

Yes, Leigh Ann.

Moderator: I was just going to say that based on some of the things that I've heard, one thing I thought was interesting was the fact that when you said, "illiterate," somebody assumes "rural." I didn't assume "rural." I said, "It could be rural, but it could be inner-city."

Leigh Lane: Yes.

Moderator: You're clouding and looking at things through your own frame of reference, as well. That could be different, for different people. I don't know why I would've made that assumption, but it could go either way. I think a lot of people would go immediately to one or the other.

Leigh Lane: That's interesting. That's very, very interesting. Bill. Is it Bill? Yes. You were the one that said that. You said, "rural." You live where? In New Hampshire? Yes. That's right; New Hampshire. I guarantee you that depending on where you are geographically around the country doing the work, that can affect the perception or assumption. In fact, I'm like Leigh Ann. I probably would have first guessed "urban," for "illiterate."

Yes, Bob?

Bob: I was able to read this word that said, "illiterate." I tried to cast myself as being illiterate, so I didn't do any of this thing.

Audience: [laughter]

Bob: Because I couldn't read the questions. But it brought home to me that we end up dealing with lots of people that won't feel a part of what's happening because they're not in touch with the tools that we use.

Leigh Lane: Right. I think that not to steal Anne's thunder... No, Anne is going to be talking about this -- and I think Joshua, as well. They're going to be talking about this, and that's why this exercise played very well.

That's why we did throw in those "illiterate" labels. Because she's going to be talking to you about outreach techniques, and so forth.

Give me the next slide. This is not taking that long. Maybe we'll get out early, today. What do you think about that [inaudible] right there? Does that speak to anyone?

Audience: Me!

Leigh Lane: Brenda, why does it? What does it say to you?

Brenda Craig: It says that you can't do everything behind the desk. You've got to get out and talk to other people and talk to the people that are involved in your project.

Leigh Lane: Look -- Louise had to just about shame y'all out of your seats in here! I mean... This is with a group of people that you've been with for 3 days! And she had to pull you out of your seats and start making excuses and all this kind of stuff for y'all. See? It's not easy. Nobody is saying that it's necessarily easy to get out from behind a desk. It can be really scary to do that.

Some people have a natural inclination or predisposition to do that kind of work. I love to get out and talk to people. It exhausts me, but I still like to do it. The message clearly is, "You do have to get out." You absolutely have to get out from behind the desk. You have to go look at that data on the ground and see if you got it right.

What's going to happen if you didn't get it right? We all know what's going to happen.

Speaker: You get to do it again.

Leigh Lane: You get to do it again! And again! And again and again. So Louise, do you have a few follow-up statements to make on that? Please do.

Louise Fragala: I've spent the past three years sharing Anne Morris' literacy information. Other than the fact that she was my resident assistant at college, she's been haunting me for many years. I've heard many wonderful things here. The secondary and cumulative effects stuff is very, very scary to me, as a planner. I have enough trouble dealing with the people that live 500 feet off the corridor. Now I've got to worry about 26 communities and 2 counties and 3 states and the EPA telling me that I've got to spend \$350m to mitigate growth that may or may not occur. I mean this is just a little ridiculous. Excuse me. Yes. I'll watch my words. I swear, I will.

\$3.5m is what the DOT has just thrown into the pot. I don't know, but those of you who are consultants in the room -- that's about what we charge to do this -- right? My point is that if you've got to worry about this -- if these are things that are coming up... I think you're on the cutting edge, and I so applaud what you did. As soon as you put it on the web, I'm going to steal every bit of it. George -- it's going to be in our training course.

What you need to take from this session, because of Anne Morris and because of Josh and because of Leigh is because the numbers game still exists, but the people want to know. If you can't talk to the people about what NH has told us -- and your presentation was wonderful -- you've still got to design and build this project and construct it. Right?

Speaker: Right.

Louise Fragala: You've increased the awareness. They know you're coming. They know what the challenges are. You've done a wonderful job. My theory is, "Pay me now or pay me later." I'd just as soon that you're paying them now, because those people have to become aware.

In your work, Scott, and your presentation, says the indirect and the cumulative effects for the other agencies haven't even been defined, yet. You're just trying to define it. If you can't talk to these people -- if you can't find these people -- if you can't speak with them -- if they aren't involved -- they're going to stop us. It's not just the natural environment, any more. It's the human environment. Jeff and I have spent a lifetime defining "human environment."

If you take nothing from this course, the sensitivity that Anne Morris will give you about people that are out there... Our population is increasingly illiterate. We were talking to each other. Bob and I both had an illiterate hat on.

Bob: But we bonded.

Louise Fragala: We did. I found a real kindred spirit. But how many meetings have I gone to and I've just said, "Here's the information about the meeting. Did you sign in? Did you read the materials? Did you go on the web and find out about the meeting? Did you get the phone message that we sent?" I'm talking to people that can't read, don't have a phone, don't have a computer... whose house we're going to take -- because we are not even aware that they live there -- much less that they don't know about the project.

So if you do nothing else for me today but take home with you the increased awareness of the challenges we face... because our challenges are going to increase -- they're not going to decrease. From my perspective as a public involvement specialist, the challenges in Florida are even greater, because more and more and more nationalities are moving in. So it's not just illiteracy. It's language challenges. It's customs challenges. People don't come to meetings because the government might be there. Safety issues. All these things, Anne's going to tell you about later.

Please be aware of this. If you do nothing else, you'll wear your little hat a little later and have a drink on Leigh and me -- because we would. Think about what these mean to you as a professional. Just for 5 minutes. Try to increase your awareness. Then you can take it back to the office and throw them at the people and tell them what you did on your trip to Portland, Maine. But thank you. Yes, Eileen?

Eileen: [inaudible] apply to a huge distance [inaudible]

Behind the desk. One thing to be aware of, being on the consultants' side, maybe I have a different perspective of this. Often when you're working on controversial projects, you get a mixed message from the agency. On one hand, it's, "Don't talk to people. We don't want to jeopardize the study. We don't want to give out incorrect or erroneous information. If you put anything in writing, you'd better run it by the attorneys." Then on the other hand, you've got to do the CIA.

So the happy medium is, you really do need to work with your staff. Whoever's attending workshops and hearings. Coach them through and do a sort of pre-meeting discussion of what the right thing to say is, and what terms to avoid and what terms are preferred. I've seen that time and again. Don't talk-talk. Don't talk-talk.

Leigh Lane: Yes. That is a very good point. Louise is up here shaking her head. I appreciate that. But I will encourage you to perhaps... Some of you may say, "She's too ideological," when I say this. But you are a professional. All of you are professionals. When you come to this conference and you learn the latest

techniques and the latest information, then as a professional, you're charged to go back and do that. Whether you're a consultant or not.

If you had to figure out what terminology to use, then that's okay. There are some states in this country that really don't want to necessarily hear the term maybe, "Community Impact Assessment." I'm not sure. Now, Environmental Justice seems to be a word some folks don't necessarily want to hear. Fine out what the word is that you need to use. That's fine. But do your job.

Be the professional and do it. From the years of experience I've had, and Louise has had more, and Anne's going to talk to you about the stuff she's had... If you want to get it right, then you've got to get out from behind the desk and go get it right. It's not any different than what this industry does on the natural environment side. It's no different. They get out, they make assumptions about the natural environmental and wetlands. But before the deal is sealed, you get out there in the field and you make sure you've got it right.

Speaker: Leigh, I just wanted to make one other observation. Just based upon the comment that I think Leigh Ann and Bill made on the issue of illiteracy, and the assumption of whether or not we're talking about rural or urban. I think it points out that oftentimes we come from our own point of view, and judging people and making assessments and trying to define who people are. The question then would be to not only get from behind a desk, but to go out there with an open mind, and not go out there already full of assumptions of what you're going to meet when you get out there.

Leigh Lane: Thank you. That's a wonderful point, Jackie. Anybody else have any other insightful comments they'd like to make?

Just a couple of brief announcements, since I've got time to do it, here. You may have heard about the National CIA course. The Center for Transportation and the Environment, and actually Louise and Anne worked on that as well, some. That is in Brenda Craig's hands -- with FHWA. She is reviewing that.

Brenda Craig: And others.

Leigh Lane: Right. Brenda and a few other folks are. With that being said, the industry for a number of years has been waiting for a course. This is a fundamental kind of 101 CIA type of course. But we hope to be piloting the course in the winter or spring. That decision of when and where will be up to the FHWA. I just wanted to let you know about that.

I also wanted to tell you that tomorrow -- I'm sure that many of you will be flying back, tomorrow. But if someone's going home today, the Center for Transportation and the Environment has a national teleconference that you can link in to tomorrow afternoon on indirect and cumulative effects. We do a lot of teleconferences during the year, and I just wanted to make you aware of that.

We have a table that has some... Teresa, if you could hold up the flyers that we've got. We have a folder. Teresa will be at the table to talk to any of you this evening and tomorrow. And there's a larger brochure.

Brenda Craig: Those CTE seminars are videotaped. So you can get a copy of that. Don't leave here today just to go see that. You can get it on videotape.

Leigh Lane: Yes. You can. That's exactly right. Brenda's right. All you have to do is contact us and we'll send it to you. On October 27th, there will be a teleconference on context-sensitive solutions. I'll actually be moderating that teleconference, so I wanted to let you know about that.

I also wanted to tell you this -- I mentioned this earlier when Sam was talking about CSS. We do have a course that's offered in Raleigh, NC on context-sensitive solutions, if anybody's interested in that. There's information in the folders that you can get in the room, where the vendors are at.

Speaker: The room will be open this evening, and there'll be refreshments and things like that. It'll be open between 5 and 7.

Leigh Lane: So Judy, what's the plan? We're early. So what do you want these folks to do?

Judy: Let me check.

Leigh Lane: Thank you, by the way, for going along with that exercise -- even though it took a little bit of pushing. Thank you.

Speaker: I want to know who [thought it was comical]?

Louise Fragala: Our next speaker, then. Josh Phair is presently a field liaison for Neighborhood Solutions, Inc. -- a Denver-based community relations firm. His most recent outreach work was conducted on the I70 East corridor, EIS project. That contains a 23-mile study area from downtown Denver to Denver International Airport. His primary responsibility on the project was to coordinate over 75 block, neighborhood and corridor-wide meetings that were held to gather input from concerned community residents and business owners. Over 1,400 citizens have participated in these meetings, so far. Josh was also responsible for the design of most of the outreach materials disseminated during the project -- including the dozens of different community resource sheets that were used in the door-to-door phases.

Prior to joining Neighborhood Solutions, Josh spent a number of years in the political and non-political worlds. Before heading west to Colorado, Josh was the program director of the Pine Tree Camp for children and adults with disabilities. Here, he managed recreational programming for over 500 physically and developmentally disabled children and adults from all over the State of Maine. A Maine native, he's a graduate of Winslow High School. He holds degrees in government and legal studies and sociology from Bowden College in Brunswick, Maine.

I'll give it to Josh.

Joshua Phair: Good afternoon. Can everybody hear me?

[tape turn]

... My name is Josh. Thank you all for letting me come home, if only for a couple hours. It's good to be home.

Like we were talking about, we're based out of Denver. We recently just worked on the I70 East Corridor EIS Study. It's basically a study of the 25-mile corridor from downtown Denver to the Denver International Airport -- highway transportation facets, as well as transit improvements, as well.

We're here to talk about "Lessons from the Field -- Little Things You Need to Know About People." I'm really going to talk a lot about the "little things." We had a great introduction here talking about CIA on the whole -- kind of the macro level. I'm just going to discuss with you today some of the details of what we did on this very large, very diverse corridor, to involve people and really empower people into the process. Maybe more than they have been before -- especially certainly in these neighborhoods.

Just to start with some of the beginning lessons -- some of the guidelines that we try to follow, no matter what neighborhood, what community, or what project we're on. Some of the guidelines we like to follow. We were talking earlier about more than just census data. It's more than demographics. There are two kinds of history to each neighborhood -- both a formal and an informal. The formal history, we'll talk about a little bit in regards to this corridor in detail. But really, it's what's happened in the past, and how that impacts how they feel about you as a project and you as the DOT, you as the FHWA. How they feel about you. It's important to know that, going in.

The informal history is more anecdotal kinds of things. The kind of example I like to use is that my father is a huge NY Giants fan, and I'm a huge Washington Red Skins fan. The look my father gives me when the Red Skins score a touchdown against the NY Giants -- and I'm up doing my happy dance... is the same kind of look that you will get if you knock on a door in Denver during a Bronco game.

We learned this the hard way -- on a Sunday, you do not knock on doors -- especially in certain neighborhoods -- when the Broncos are playing. Now it's a hard lesson to learn first-hand, but it's a lesson that can be learned beforehand if you know the right people and are talking to the right people and asking the right questions. It's more than just the census data, as we were talking about. It's more formal / informal history, as well as traditional, relationships and knowing who the rivals are in the neighborhoods. You always have a few people who want to be considered, "the leaders" of a certain neighborhood. They're doing what they can to empower "their" sort of groups. Often, they're conflicting, and those are other things that you need to know, going in.

Being a translator is extremely important for especially folks who are solely engineers. Maybe they don't do as much of the average stuff on a first-hand basis, but they're involved in the projects. Jumetta, who couldn't be here and apologizes, likes to call it, "engineer-ease." The idea of translating engineer-ease into a language that everybody can understand -- especially in communities that we're talking about that may be lower income, lower proficiency rates as far as literacy -- these kinds of things. It's extremely important -- especially when you get to the sort of public meeting level, and you have a few engineers up talking about various projects or various processes. It's really important for us as an outreach firm to work with engineers and other folks, to make sure that they're on the same level as the public -- and not the other way around.

Low-tech works the best. This was also touched upon earlier. With the growth of the Internet, things have become much easier in a way, but they've also become a lot easier to avoid. Looking at somebody right in the face and asking them what they think is still much better and much more proficient than sending out an e-mail to all the addresses that you have. I know that in the political world, it's sort of the same thing. It's a Catch-22. You send a broad e-mail out to everybody and think your work is done. Little do you know -- or maybe you do know -- that everybody just deletes it.

We're talking about low-tech. No gimmicks, no bells, no whistles. This is going to somebody's door, knocking on it, asking them questions that you want to know the answers to and getting them to give you input. So low-tech works the best.

Including as many stakeholders as possible. We sort of broadened, I think, the idea of what a "stakeholder" is. I think generally we think of elected officials, public community leaders and people like that. To us, stakeholders are more people who are conduits of the neighborhood. The barbershop owner. The salon owner. The neighbor down the street who's lived there longer than anybody else in the neighborhood. Identifying those people, using them, and getting them involved in the process early -- and I mean really early -- is also important when you're looking at beginning the outreach process.

Ask, don't tell. This is pretty straightforward. Again, it's more involving the community leaders -- especially very early -- but involving everybody throughout the process in a way that you're asking them, "When should we have a meeting? Where should we have a meeting? How many people should we expect? Could we be

doing this better? How should we talk to people? Where should we put up posters for the meeting?" Asking all these questions and not assuming that you may know is an important thing for everybody to kind of get past. The idea that maybe we have a strategic way of doing it -- it's better to just ask the community members.

Playing well with others. These last few points, I really want to stress. I'm under strict orders to do so. Playing well with others -- basically, what that is is just patience. Most of us in here work under pretty firm deadlines. Sometimes it's hard for us to cut short a community leader who's very passionate about the way they want things to go, or what they want us to look at. But it's important to do so on the front end with a lot of patience. You'll reap the rewards on the backend when you get these people buying into your system -- buying into the process and getting involved.

Use your most-powerful weapon as often as possible. Smile. Now, I'm under really strict orders, here. When we're talking about a smile, we're talking about showing teeth. Okay? If you smile and your mouth is closed, it's a smirk. In a lot of these neighborhoods, if you look like me, the smirk don't work. It's a smug feeling, and people don't like it. It's also not the [stuff] for life wide-eyed fake smile. It's your genuine real smile. What that does, really, is gives you a comfort level, because you're not quite as uneasy when you're smiling. It also gives them a comfort level. How could they be upset at somebody who's maybe working for some firm or entity that they don't trust, yet -- but really -- are they going to yell at you while you're smiling and it's genuine? Probably not.

This is kind of the case study that we're going to talk about today a little bit. The I70 East Corridor -- as I said. Possible highway improvements. Possible transit alternatives. 25-mile corridor filled with all kinds of different, diverse neighborhoods and populations. Some of the corridor history -- the demographics are primarily ethnic, racial and/or low-income neighborhoods. Again, that's not all the way through the corridor, but a lot of the neighborhoods bordering the highway certainly are that way. A definite mistrust of the government, based on some things we'll talk about in a second. It's a mistrust not only of the federal government. It's also the state and municipal governments. There's no distinction in a lot of these neighborhoods. If you're with the government... You hear a lot of people say, "Well that's not really our jurisdiction. That's not what we deal with." They don't care. If you're with the government, you're lumped into that same whole group. There's also been a history of neglect by these same entities, which sort of fosters this mistrust. Most of it has to do with the original construction of I70 in the 1950s, which we'll talk about also, in a second.

Here's a map of the corridor. As you can see, there's 25 miles or so. The lower left is downtown Denver. Then the airport is in the upper right. All these communities are how we broke down the neighborhoods, in yellow -- the different, various neighborhoods. In LoDo, which is a euphemism for "Lower Downtown," you'll have a lot of the high-rent office space. A lot of higher-end lofts. Things like that. It's a very redeveloped area.

Anne Morris: I'll do my Vanna White.

Joshua Phair: Oh, thank you, Anne. That's LoDo, right there. That's where the tall buildings are, and everything like that. As you can see, north of LoDo is [Globe Ville]. That's where I70 and I25 meet. Under a lot of criteria, that's probably the worst neighborhood that we dealt with as far as low-income and things like that. Where I25 and I70 meet, you may know it's called the Mouse Trap. Because once you get in, it's hard to get out. There are lots of residential areas pretty close to that junction.

Then as you go further east, [Alarea, Swanson, Cold Clayton] and all those areas -- basically still residential, with some industry, as well. And all the way further east, you'll get to more industrial areas. Basically, that's the former Stapleton Airport, which you can see in the middle, there. That's where the residential stuff stops, and more of the industry, manufacturing, trucking industries and things like that -- that's where they begin.

Another note about former Stapleton. They're redeveloping the airport to be residential. So it's kind of a neat little unique kind of section of the corridor.

Some of the effects of the original I70 construction in the 1950s -- it's split the two communities in half. [Globe Ville and also Alarea and Swansea], which we saw up there -- right next to Globe Ville. Basically they put the highway through an actual existing, thriving neighborhood. They split it in half and really weakened it a lot.

Widespread eminent domain condemnation -- misplacing people from their homes on a very large basis. Lots of people. Several neighborhoods, as a result of I70 and also I25 construction went from zero to two highways running through their neighborhoods. I270, which connects I70 with the highway to Boulder, Colorado -- and also I225, which connects I70 and I25 through Aurora. A lot of really bad things happened in the 50s, which really fostered this mistrust and idea of neglect in these neighborhoods.

The scoping methodology that we used for the EIS -- the first step in the EIS -- what we did was to customize our outreach approach. Because it's such a long corridor, we couldn't really treat all the neighborhoods the same. So we distinguished them between "direct" neighborhoods -- which meant that a highway or a possible or existing transit line ran through them or bordered them, and then "indirect" neighborhoods, which is where there would be effects from any kind of project. Different kinds of effects. But there wasn't a situation where they necessarily had a highway going through them. That's kind of how we distinguished the neighborhoods, and we treated them a little differently, which I'll get into, also. There were large, Spanish-only populations. These aren't bilingual people; these are unilingual people who only speak Spanish. We knew that, going in. Also, we knew that there were low reading-proficiency rates throughout the corridor. We kind of touched on that earlier, with some of the comments about a lot of literacy.

What did we do to set up the scoping? We created a door-to-door questionnaire for the direct neighborhoods, and we used that. We'll talk about that in a minute. We gave uniform yellow shirts to all our outreach specialists, to begin our log-branding process. This was important for a number of reasons, not least of which is that we wanted people to know that we weren't the INS. We wanted them to know that we weren't a process server. We wanted to make sure that when they looked out their window to see who was at their door, they were safe. That we weren't anybody that they needed to be afraid of.

We recruited all our outreach specialists from the corridor. Then, A -- they knew how to speak with people. They knew who was in the corridor. They knew the major players. So when we had a group of 25 or 30 of our outreach specialists out in the neighborhoods, at least one of them would know somebody somewhere close. They could say, "Yes. I know that guy. Let's go to his house and see what he has to say." That was another idea of a kind of comfort level for everybody. Where possible, we used services purchased from corridor businesses, to kind of create a "buzz" in the community -- first and foremost to aid in the economic development of these communities, but also so that people knew when they came to our meetings, that we had a commitment to do that. That was again another comfort level -- another idea of us kind of involving the community as much as we could.

Let's talk a little bit about the logo branding, here. Again, we created a uniform, as you can see on my buddy, Glen. It was a bright yellow shirt, so that when it was getting a little bit dark, people felt safe. The logo's on all of our items. Name tags, shirts, bags, flyers and everything that we used. Return address labels. This is a bag that we used that I'll talk about also, in a minute. But as you can see, this is the logo. It incorporates the airport. I don't know how many of you have been to Denver International, but there's a roof that kind of symbolizes the Rocky Mountains. It's very distinguishable. In the middle there is kind of the representation of residential housing, as well as the downtown, and also the highway and transit elements.

We tried to incorporate everything, to speak to everybody. We also used very neutral colors. We didn't use colors that would incite, maybe, gangs or a specific nationality. We avoided reds and greens. We didn't want

people maybe in the African-American community to think we were just doing Latino / Mexican outreach for the flag. We used very neutral colors, as you can see.

More setup for the scoping. We trained both the specialists and the project team on the engineering and consulting level, as well, to administer this questionnaire and to talk to people in the neighborhoods. Also, all our project team including project managers and administrative staff, all went out at least once a week to knock on doors with the outreach specialists.

We used a very strict EIS script. It described how the EIS process worked, what we needed from them, and what their input was. It also stressed that no decisions have been made, yet -- to really involve people as early possible into the process. It's that initial sort of rapport that's the hardest to get. The questionnaire made it a little easier to do that.

Administering the questionnaire -- I'll talk about it a little bit more in a second. We had two people at the door. One would administer the questionnaire orally. The other person at the door would record the information. So you always had the oral/verbal connection with the resident, as opposed to asking them a question, writing it down, asking another question while you're writing it down. There's always a disconnect, there. We always had two people -- one to record.

Continue to smile. Show the teeth. That's a given. Then there's the idea of ethnic courtesy. That was one we also taught -- especially to our professionals. It's the idea of always calling somebody by their last name, in a lot of these communities. When offered a drink of water, or when offered a drink, always ask for water from the tap. But always accept the offer. You never want to ask for something that they don't have, or ask them, "What do you have," only to see that they have enough milk to pour on their kids' cereal for the next morning. It's ideas like this. There are a lot of them. We also added that element to our training.

Into the scoping process, we developed a questionnaire to obtain transportation concerns and preferences. We use this to develop large boards at the meetings. People who went to the neighborhood meetings could see what their neighbors were saying. This was an idea that the residents really liked. They liked to hear what other people were saying, and whether or not they agreed with them. Again, it was that initial kind of dialogue, as we see here. "Help us talk to people and help people talk to us." That's a really good way to sort of begin the process -- which is always the hardest part.

We also used it to educate the residents about the EIS process through that very strict script I was talking about. It had a very clear, defined mission statement. We also used the questionnaire to invite people to block meetings, right there. We would say, "In a couple of weeks, we'll be having a block meeting in your neighborhood. Would you mind acting as a host?" I'll talk about that in a second, as well. The questionnaire really offered us a good opportunity in a good form, to get everything out that we wanted to say, to get input on an overall level from the residents, and create that initial dialogue.

Again, scoping. In preparation for going into these neighborhoods and knocking on their doors, we know with a bunch of people, including stakeholders... This includes elected officials, community leaders -- again, the guy at the barbershop. He'd be wondering why a bunch of people in yellow shirts would be walking past his store. Things like that. We try to leave no stones unturned that way.

We visited a lot of churches and neighborhood associations, to tell them that we were coming -- especially in a lot of the lower-income neighborhoods. Churches act as a very, very good conduit to get in touch with people. They're also generally pretty receptive, because not a lot of people come to ask them for help, from outside the community.

We also brought to each door of each neighborhood a flyer that said, "We're coming. We'll be in yellow shirts. We're going to ask you about this project." Again, it was with our mission statement and our logo. Every neighborhood that we knocked on door-to-door, we made sure they knew we were coming.

Outreach specialists worked in teams of two. One would ask the questions. We didn't ask any personal questions. The most personal we got was with age. It was a very wide range -- like 18-30, 30-50, and 50-plus. We avoided all personal questions. We added each survey participant to our database, which became quite extensive. We used it for a lot of different things, including follow-up mailings, initial mailings through different meetings down the road; things like that.

We asked each survey participant to act as a host for a block meeting. This meant that you pledged to come to the meeting, and you pledged to do your best to bring a couple of people. Our block meetings generally ran from about 10-16 blocks. To get one host from each block, you had at least 10 people there, and it was usually more like 15-20. Each resident would receive a bag -- which I showed -- containing resource sheets about non-profit services in their neighborhood. We made a packet for each neighborhood of not-for-profit services within their neighborhood and throughout the City of Denver, really. So we were giving something back to them, in exchange for talking to us for a few minutes. It could be the SBA branch -- all the contact information, if you wanted to start a small business. If you needed childcare, we had all the childcare facilities listed with their contact information. Just stuff like that.

Talking about the bilingual piece of it. Every piece of written data was translated into Spanish. This was everything. All documents that went out into the public or onto the website were translated -- either front-to-back or top-to-bottom or however it worked. But we made sure it was. Including, as you can see in the lower corner there, all of meeting information was simultaneously in English and in Spanish.

Half of the team that we hired was bilingual, so there was no delay when we knocked on the door and it was a strictly Spanish-speaking person. We also treated our outreach specialists to say a few key phrases in Spanish -- like, "Somebody who can speak a lot of Spanish will be right here." Those people were there momentarily, so there was no embarrassment of feeling of inconvenience.

This is the EIS process chart that we showed to everybody at all of our block and neighborhood meetings. You noticed that the scoping is highlighted as the first step. It was something that we really stressed in all of our meetings. This was the very first step in the process. Down at the bottom, you can see the public involvement that was mentioned many times and it went on, throughout. There was a real sense that decisions had already been made and the work had already been done, and we were doing this to go through the motions, as a lip-service kind of thing. We wanted to really instill in people right away that that wasn't the case.

So, here's a little bit about the block meetings. They were very intimate and informal. They had 10-15 participants -- sometimes more, sometimes less. We found that mid-week about 6.00 usually worked best. We provided food. We held it in a park or a house if a resident was really [inaudible] to help us out. They would offer their home or their yard. Generally speaking, though, in that radius you'll find something like a school or a library. We used the community theatre, once -- something that everybody in the neighborhood knows to go to a meeting for.

Each host was asked to invite neighbors. The project provided meals for each meeting. We tried to use a restaurant or catering service that was within the corridor and hopefully within the neighborhood. We would print that on the flyer. Again, that was free advertising for the business, economic development, and also if it was good food, it'd get more people out. We never did pizza or anything like that; we always did something catered. It would be something like an entrée, a side and a drink or whatever. Then we were providing people with something that they could get at home.

These initial block meetings focused on the EIS process chart that you saw. Then we just opened the forum to any transportation concerns they may have -- whether they were at the municipal level, state level, federal level or whatever. We just let them go. We'd record all of their questions right in front of them on big boards, so they knew we were taking those back to analyze in the study. We provided simultaneous Spanish translation at all our meetings, with the headsets. We initially used our outreach specialists to do this. As the meetings got larger, we used professional translators.

The neighborhood meetings were a little bit bigger. They were a combination of 10-15 of the block meetings into one neighborhood. You saw the yellow lines that kind of distinguished neighborhoods. We had a meeting for each of those neighborhoods, which combined the block meetings. About 125 people were at some of these -- most of them. Again, they were held in a central location -- a park, church, and recreation center. A lot of schools, a lot of gymnasiums and things like that. We provided childcare at these meetings, so people weren't inconvenienced. They could come, eat, feed their kids, have their kids stay with a professional accredited childcare provider, and talk about transportation.

Again, dinner was provided -- not pizza, but a catered meal.

Speaker: I want to say something right here.

Joshua Phair: Sure.

Speaker: One of the funniest things when we talk about preconceived notions about the little hats we wore, and things like this. Jumetta was telling me this story, and really you're wonderful, but I'm sorry that she's not here because of her background. She said she was negotiating with one of our staff -- PBS&J is the prime, on this. I won't tell you the gender of this individual, but they said, "Well, why don't we have pizza?" Jumetta looked at him and said very seriously, "Black people don't eat pizza." And this individual believed her.

Audience: [laughter]

Speaker: They obviously had not seen Queen Latifa's Pizza Hut commercials. But as a result, Jumetta got additional money for real food.

Audience: [laughter]

Joshua Phair: She's great. And that's her, actually, right there in the middle.

Some of the outreach protocols that we used. Again, the yellow shirts were worn for each meeting by both the outreach team and all the specialists. So people were comfortable going up to anybody and asking them for help. Every piece of information was in Spanish and English. Each meeting had food and childcare. Every household received a flyer for notification on their door. For the block meetings -- for the smaller areas -- we did one both a week out and also the day of. The week-out flyer was more informational as to what we would be talking about. Then the "day-of" flyer was much larger font, just saying, "Reminder -- We're going to be having a meeting tomorrow."

Stakeholder meetings. These are more of the neighborhood association meetings outside of the project. But we made a real attempt to get onto the agenda for all of these meetings throughout the corridor. We were pretty successful at it. Just getting 5-10 minutes to invite them to the neighborhood meeting that was coming up, or the corridor-wide meeting -- which is what we're having now about every three months with all neighborhoods in the corridor.

A little bit about the working groups. We had two corridor-wide meetings to kind of culminate the scoping phase of the project. We found that a lot of people wanted to continue to stay involved. We did that through these working groups -- to create ongoing public involvement. They were issue-oriented with very specific issues. Noise, alternate route stations, interchanges, EJ and things like that. At these meetings, as I think maybe Anne will discuss a little bit, or maybe not -- we had these special exercises. Fun things -- kind of like these hats -- but maybe a little bit more fun.

Audience: [laughter]

Joshua Phair: Sorry. Anne likes to call it "dueling blenders" for the noise workshop. We had blenders, which we made smoothies with. We measured their noise with noise meters as a reference. Then we went out to the light rail station, the interstate on-ramp, and measured the noise there, as well. That was kind of a reference in a nice exercise as to what's real noise and how it was affecting people. For the Environmental Justice working group, we also bought Jumetta a car. It was using criteria to make decisions. What does Jumetta need for a car? This sort of decision-making process goes into making the final decisions. Just trying to involve people as comfortably as possible.

Some of the things that we learned on this project. Churches and ministers definitely work -- especially in some of the lower-income neighborhoods where the church is really a sanctuary. Bingo halls work. By this, what we're really saying is for some reason in the Latino community in Denver, bingo is huge. Lots of people go to bingo on certain nights. But there's a bingo hall everywhere. By "Bingo hall," I don't mean, "Bingo hall." I mean a place where certain communities meet informally to discuss this, that or the other thing. It's a really good opportunity for people in our business to get to know people and get them involved. We actually supplied a whole Latino focus group by going to a bingo hall for about 15 minutes. That's why I made this, "Lessons Learned" list.

Food works. Door-to-door works. Again -- looking people in the eye and knocking on every door. We knocked on every door at least twice, if they weren't home. We would send a group out in the mornings and coordinate that effort. Then we would send a group out to the same houses in the afternoons, about a week later for the people who were working. With that database, we were able to discern who we'd talked to, who we hadn't talked to. Using a walk list, we'd go to the houses we hadn't talked to yet a second time. Childcare works. Translators work. Basically, just making it as easy as possible for folks to come to meetings. Giving them every amenity that you can think of to get them involved.

We also moved our project office directly into the neighborhood, for accessibility reasons -- but also as a statement that, "We're here and we feel your concerns. We're driving the same streets as you, and we know what the air quality is. We're working here." Things like that.

Other lessons learned as we went through -- things we thought we should do better -- or things that we noticed. We didn't actually ask folks on the questionnaire about meeting preferences. Time, place, locations. We found that after we'd have a meeting, somebody would come up to us afterward and say, "You know what? You should've had this on Tuesday because on Wednesdays there's a big bible study," and, "You shouldn't have had it here because nobody likes the owner, here. So you should definitely have had it someplace else." That's something we'll do differently, next time.

Then daylight savings time. We ran this project from about July to early December. By the end, it got constrictive as far as the darkness. People just aren't as likely to open their doors at night. That's another thing we'll keep under consideration.

Also, giving out flyer twice prior to a meeting. It definitely works for block meetings. One flyer on the door isn't necessarily good enough -- especially for the larger meetings. We only did one flyer because of resources and time. But we definitely found that we got more people per flyer when we did two flyers.

That's our case study. Neighborhood Solutions -- we're kind of a new firm. We're doing this a little differently than some other people. We're definitely passionate about public involvement, self-empowerment, understanding any neighborhood or community, and achieving the goals of our clients. And being cost-effective. That's the biggest one. I'm sure a lot of people are wondering, "How did you pay for all the food? How did you do all this and that and pay 30 people for 4 months to go door-to-door for 8 hours?" It's really an investment you make on the front end, to save a lot of time, money and headaches on the backend. This is really a volatile neighborhood, and people knew that, going in. Any effort to avoid any nastiness or anything like that was what we considered to be cost-effective.

Here's our contact info. Thank you very much.

Audience: [applause]

Speaker: Let me say just one thing about one of the things that Jumetta did when she came through. People came in, and she went through and people came in and she selected the ones she wanted, and then she trained them. She paid them \$15 an hour. She said, "If they think I value their services, they will see that they have value." So it was important for her to pay them a living wage, and she did that. She also provided childcare for them, and she provided temporary healthcare for them.

Jumetta's background is from an investment-banking standpoint. She is into community building. Everything that she's done on this project reflects that. It is a different perspective, and that's why I wanted this case study shown. It's a different perspective from those of us that generally just have a public involvement background. It's understanding the value and worth of that community, and leveraging it -- and show it how important it is to the process and getting this done. And how important each one of those voices counts.

We're going to take a break right now. If you would hold your questions -- you're going to be here for 15 minutes?

Speaker: Oh, yes. I'm going to be here for a while.

Speaker: We'll be back in about 20 minutes, at 3.30. Any questions you have for Josh, he'll take them, then.

[tape ends]

[tape begins]

Speakers: ...questions that anybody had for Josh. Okay. Josh?

Speaker: Josh, I just wanted to ask you who pays for the daycare, and who pays for the...? I'm with the FHWA. Generally, we do not. That's not like an [inaudible] cost. I'm wondering if you do that through your contract or through state approval. How does that work?

Joshua Phair: The budget for the outreach portion of this project was, I think, a lot larger than most outreach efforts. It was such a volatile community and such a well-organized community -- basically, they know they're getting [sued]. To help mitigate the cost on the backend, there was a consensus, I think, that we were going to spend a little more on the front-end.

To answer your question, all I know is that the budget was larger than for most projects. I'm not sure where...

Speaker: [inaudible]

Joshua Phair: Yes. It was a combination. Keep in mind also that it's a transit project as well as a highway project. So it was FHWA, FTA, CDOT and RTD. That's the regional transit. There are all kinds of entities. Also, Jumetta through her contract money, paid for a lot of it, herself -- through the profits of what we got as a firm.

I hope that helps.

Speaker: It was a question that came up during the break.

Joshua Phair: Yes.

Speaker: Does FHWA do this [inaudible]?

Joshua Phair: No. The project was funded by a lot of entities. Also, Jumetta made it a pretty high-priority on our firm's list.

Speaker: [inaudible]

Joshua Phair: Sure.

Speaker: I have a question about the outcome of the project.

Joshua Phair: Sure.

Speaker: How does public involvement help? Has that made changes to the project?

Joshua Phair: Well the project is still ongoing. We hit the streets about a year ago today, actually. We did the scoping outreach -- the door-to-door phase -- until about the middle of December. It was interesting, because the lower income the neighborhood was, the higher return we got on the door-to-door. More people were home. There were people with large families and people who were unemployed and what have you.

The return on some of these neighborhoods was around 70 percent at the door. We had over 1,200 attendees at the meetings -- from start-to-finish. Those meetings continue to go on, and we continue to add to that. We knocked on well over 10,000 doors throughout the project. What was the second part?

Speaker: About how it changed the project with the suggestions. Were there just more listening to the project and what the project was? Or were they making suggestions?

Joshua Phair: I would say kind of anecdotally not really, but the biggest change that we saw was that it was a very well-organized community, because they've been so kind of steamrolled in the past. One thing they do very well is get people to meetings, to ask specific questions. Anne and I were actually just talking about this -- and Chris from FHWA as well -- about the health effects. Every time there was a meeting, from the beginning of our first block meeting to our latest community-impact meeting, somebody was there to ask about the effects on human health, and how that's being looked at, and what data's being used and what's being done to mitigate it.

I think when you ask anybody on this project, "What's the biggest glaring result that you've seen from such an inclusive outreach process?" I would think that at least as a specific issue, that would be the biggest. It really has impacted the project and the way that everybody's kind of looking at it in the future.

Speaker: How is that addressed or how is it going to be addressed? That question of how it's going to impact human health?

Joshua Phair: They're still trying to figure it out. It's becoming such a big, big concern. It's on every public record. Chris, go ahead.

Chris: Mike.

Joshua Phair: Mike. Sorry.

Mike: Basically, the community's asking for a health risk assessment. That would essentially link certain illnesses to vehicle emissions due to multiple-source air toxins. That's a subgroup of hazardous air pollutants. The current proposal for the project is to identify asthma and cancer rates in a socioeconomic write-up on the community. Then to discuss trends in multiple-source air toxins, starting from like 1980 and going forward to like 2030. It's our hope that as a result of EPA, fuel-reduction measures and improvements in diesel engines and things like that, the trend is going to be going down, and that we're not going to be in a situation where we're going to be making things worse.

If we're in a situation where we're making things worse, then we're going to have to look at ways to mitigate that. They're talking about things like electrification of truck idling locations and things like that, to try to decrease the idling time of trucks. We're actively looking for ideas.

There's also a local effort the EPA is kicking off in the area that we might be able to participate in. It's going into the communities and looking at sources of pollution, and trying to get those things cleaned up from the inside out. Health is going to be discussed in the document, but a specific link between the emissions and incidences of particular illnesses like asthma and cancer. We're not going to draw those types of conclusions, but we are going to disclose if there is a situation there that may be higher than the statewide average. We're going to indicate that.

Health will be discussed with water quality, noise and air quality. Those are all resource categories that have implications on human health, so as appropriate, we'll make that link.

Speaker: I was also kind of wondering how much change in location of what might be proposed is coming out of the public involvement. I kind of got the idea -- not a whole lot -- that you're starting to get more of an idea of what goes on in the community.

We had a project in Baton Rouge that kind of got currently killed. We hope it'll come back. When we went through one neighborhood, they were still resenting what had happened when it was originally put in. The public involvement process was to listen to those concerns. There were a lot of concerns that weren't related to the proposed improvements to the roadway. We were trying to start to develop through the City to tap into other programs that might be available. I'm hearing EPA might be thinking about doing something in that area. I'm thinking that instead of just looking at the effects from the roadway, as we start tapping into other programs that can be pulled into some of these communities, we'd be able to help out -- even if we can't participate. I just throw that out for thinking.

Joshua Phair: This deserves mentioning, too. On this project, a large portion of the corridor -- at least the residential portion -- is under a viaduct. That was a very large source of contention back in the 1950s, as you

can imagine. One of the proposals early on, which continues to be a proposal in sections of the corridor, is to create another level on top of that viaduct. That really energized the community to further get involved with this effort. There was a lot of press on it. There were a few very large public demonstrations against it, with people in air quality gas masks and, "Not in our neighborhood!" That kind of thing. It's just another example of how that can, from the start, become more [inaudible]

Speaker: I was very intrigued by your comment when you were doing the survey work. You weren't getting a lot of demographic information. That's usually very helpful in finding out and pinpointing problems. Like, "Men between the ages of 35 and 45 have a problem with this issue," or other kinds of cross tabs. I was wondering if after the fact, you were trying to look at your surveys to identify problems or try to find out where those problems were coming from and if you regretted not getting that information. Also, when you were showing the links up there, I think you indicated that you had shared that in outlining the process you were going through. The first chart said, "Scoping." I'm hoping maybe Anne can give us some suggestions about how to describe, "Scoping," to people not in this field or people with low literacy levels.

Joshua Phair: I can do at least the first part. As far as the questionnaires, we did use demographic information for our initial... The same demographic information that everybody uses -- as far as census data and things like that. We really wanted to use the questionnaires. Not so much as an information-gathering tool as they were a dialogue-builder. It was an easy way to get people to talk to us, initially. In these neighborhoods, we found that if we'd go up to a door and ask them questions and say that we're from CDOT or working with CDOT or RTD - - which is the transit component in Denver -- that we weren't going to get the same kind of information, initially, if we're just starting to create a dialogue.

We really used it as a tool to make sure that people felt that their input was needed and wanted -- which it was. We did use the information that we got. Again, it wasn't the more personal information that would be helpful in like a marketing or demographic type sense. It was, however, information about, "How do you get to work? How do you get to school?" Things like that. We did use it to kind of discern neighborhood-to-neighborhood, how those landscapes looked.

We just felt that asking more personal questions would be helpful. But in the long-run it probably wouldn't get people to talk to us quite as much or quite as honestly as it would if we kind of forewent it.

Speaker: Scoping in the neighborhood. Remember, there was a large Spanish-speaking population. There was also the assumption, based on low income, that you would have. Also the fact that Jumetta is from Denver and has lived in Denver most of her life. She had knowledge of the neighborhoods in which the project area was contained. The assumption was, right off the bat, that a large portion of your population was going to be low-literacy. Low-literacy is less-than-5th-grade reading and comprehension.

What I would do for scoping would be to use all your oral facilities -- Spanish-speaking radio, English-speaking radio, cable television, and local-access television. Things like this, to immediately get out the word that a project was happening.

The other thing is, they have phenomenal community-based organizations. As Joshua was saying, the fact that the whole area there is well-organized. They are preparing to go to court. They know how to play the game. I would use the contacts that you had through churches and through the already-existing system of the community-based organizations and things like that, to get the word out for scoping.

I think we ought to use real-time radio. While you're doing an awful lot of the scoping meeting, do a radio broadcast of that. Then people can hook into it that speak English or Spanish or whatever language. We don't use enough of the media in, perhaps, non-traditional ways. That would be my response.

Joshua Phair: Also to say, in the block meetings -- like I said before -- the way we described scoping was that it's the first step. "We want to know what you are saying. We're trying to insert a scope into the community to get a sense of what people are thinking and feeling. We want to develop a landscape and a dialogue with the community."

It was just really important to us, for this community, to make sure that they knew it was the absolute first, initial step, and that they were involved from the beginning. That was the emphasis that we placed on it, above all else.

Moderator: Any other questions for Josh? If not, we'll move on to Anne.

Anne needs no introduction, but I'm going to give her one, anyway. Anne is the senior project manager for PBS&J. Somebody said yesterday they didn't know what PBS&J stood for. Pass the Buck [Shucka Jive]. Actually, it's Post, Buckley, Schuh & Jernigan. We usually just say, "Peanut Butter and Strawberry Jelly."

Anne has a bachelor's degree in architecture, and her master's degree is in city and regional planning, from Clemson University. She has 30 years of experience in highway corridor planning, environmental documentation, public involvement and land-development planning. She's been a senior author for more than 25 environmental documents on projects in 15 states and the District of Columbia. In addition, she's provided EJ training for MPO, state and federal agency staffs. Currently, she's a member of the Transportation Research Board's Subcommittee on CIA and EJ and Transportation Taskforce, and Context-Sensitive Solutions Committee. Anne's presentation is based on a national survey that she and Laurie Potier-Brown that you'd heard from the other day have conducted for FHWA on how to identify and engage low-literacy and limited-English proficiency populations.

With that, I'll let Anne take it away.

Anne Morris: Most of us in this room really don't realize or don't have much contact at all with anybody who doesn't read. That may be a child. That may be the person who comes into our house and cleans it. Or who does our yard work for us. Or if you're working after 5.00, who cleans up your office.

Other than that, they don't go to your health club. You don't see them on the golf course with you. They probably don't go to your church. They probably don't shop in the stores that you shop in. So they've really become an invisible part of the population. Maybe when you go to a state fair or something like this, you'll see all these faces and wonder, "Where in the world did these people come from? And what do they do all day that I never see them?"

If this were a South Carolina audience, based on information we have gotten from the SC Department of Education -- and there are about 40 people in here -- 60 percent of those who start the first grade in a rural county in SC do not complete high school. Sixty percent.

With the current exit exams for graduation from high school, next year they're going to bump that bar up another notch. You're going to have a higher percentage of people who aren't going to be graduating from high school. Sixty percent aren't graduating from high school.

Brenda was kind enough to let us take on this project because I had been talking about it for a while. I think I shocked her with some of the statistics I threw out on day. The object of the study was to do a nationwide survey on how to identify and engage low-literacy and limited-English proficiency populations.

This interest comes from two executive orders. One, you're probably more familiar with than the other. That's the EJ Executive Order 12898. But also, Executive Order 13166, which came about in 2000. It's limited-

English proficiency. Both of these support inclusion of all members of the public and transportation decision-making. Isn't that what a democracy's all about?

Well when you look back at how public involvement evolved back in 1956, when public hearings were first required -- but even a little earlier in the 1950s, the DOTs were forced, basically to involve citizens -- to let them know what was coming before the bulldozers showed up.

If you look at your departments of roads -- your bureau of roads, public works or whatever -- the majority of the professionals were White male. The majority of clerical help were White females. The public involvement procedures that we predominantly use today came out of that climate.

If you look back in the 50s, 50 years ago, the diversity of other ethnic groups -- other racial groups -- simply wasn't there. America today, 50 years later, is far, far different. The way that we do public involvement really hasn't changed. It reflects the income level, it reflects the educational level, it reflects the transportation mobility of those folks back in the 50s who designed it. Because of that, and because we don't realize how extensive this invisible population is, we really haven't changed too much in the way we do public involvement.

One of the things that this helped me find was very creative people -- at the state level, at the county level, at the MPO level and in consultant communities. This was to be a best-practices report, for use by DOTs and their consultants and other agencies. The question is, "How do we provide meaningful access to decision-making information?"

I queried Bob Wheeler, who's with FHWA in Washington and Civil Rights. Just to make sure I understood it, I said, "Bob, if I go into an area and I know they speak Spanish -- it's the predominant language there -- and I put information in English, am I providing meaningful access?" He said, "No." I said, "Well Bob, if I realize that the population is predominantly low-literacy and I put information in writing, am I providing meaningful access?" The answer was, "No."

So when we don't know the low-literacy that exists, we continue to do public involvement pretty much the way we've done it. "Let's put it on the website. Let's put it in the newspaper. Let's use a newsletter." All those require reading.

This project focused on creating a process to routinely involve persons who have low literacy, which is reading at less than a 5th grade level, and limited-English proficiency, which is functioning in English at approximately the same level as for low-literacy. The literacy in a person's first language may or may not be higher than their literacy in English.

The project was to have three purposes. Unfortunately, these first couple slides are pretty text-intense. The first was to identify ways reliable literacy numbers and percents at sub-State levels. County, Municipalities, Census tracts -- whatever you want. Documented indicators. You can't find literacy information -- where are the red flags that tell me we have a low-literate population? Indicators and surrogates of literacy that would indicate the need to use special approaches to achieve outreach with these populations.

2 -- to identify if and where there are local populations where English is not the primary language. And 3 -- to discuss the best ways and locations to contact and interact with low-literacy and limited-English proficiency populations -- to gain meaningful input concerning community character, issues, needs, priorities and values, et cetera.

So what is "literacy?" This is a definition that came out of the National Literacy Act of 1991. It's pretty much political jargon. I'm not sure what it really means. "An individual's ability to read, write and speak in English." That's critical -- "In English." "And compute and solve problems at levels of proficiency..." That's [carried] to

functioning on the job and in society, to achieve one's goals and develop one's knowledge and potential." That could be almost anything.

Thank you very much. Yes.

Speaker: [inaudible]

Anne Morris: In 1992, there was a survey. The National Adult Literacy survey that the Department of Education undertook. They had undertaken an earlier survey in 1985. They undertook another survey in 1992. They're undertaking a third survey-- they have undertaken and they're compiling the information now. It should be out probably in 2004.

One of the things that was a little scary about comparing the 1985 and 1992 surveys was that the number of low-literate people increased from 1985 to 1992. More people in the United States, they found, were low-literacy. I would anticipate that the information that will come out of the 2003 survey will show the same trend.

The US Department of Education took it upon itself to define five levels of literacy. 1-5, with 1 being the lowest of what literacy means -- that you read below 5th-grade level. Level 2 means that you read between 5th and 7th-grade level. Level 3 means you read at 8th-grade level. Low literacy is defined as Level 1 literacy, or approximately 5th-grade level; a little below that.

The National Adult survey found that 21 percent of all adults -- and they defined "adults" as 16-years and older -- had Level 1 literacy; 1 in 5 Americans was not reading above 5th-grade level. They found 27 percent were reading at Level 2 -- 48 percent of the adult population of the United States was not reading above 7th-grade level.

It's kind of interesting, when you go into an area that you know is low-literacy. A low-literate person does not really realize they're low-literate. Because of their surroundings, the norm is what they have. They don't realize, really, where they are relative to literacy.

What are the correlations? These indicators and surrogates? Poverty. This is what the survey in 1992 found. 43 percent of the adults with Level 1 literacy skills were living in poverty. So low income is an indicator. Welfare. 75 percent of food stamp recipients had Level 1 and Level 2 literacy skills.

Income. Adults with Level 1 literacy skills earned a median income that was approximately 35 percent with Level 5 literacy. Level 5 literacy is the highest level of literacy.

The fifth one here is a killer. Employment status. Adults with Level 1 literacy skills work an average of 19 weeks per year, compared with 44 weeks per year for those at Level 5. And crime. 70 percent of those in penal institutions had Level 1 and Level 2 literacy skills. Being the smartass I am -- one of the conditions was, "Well how do you locate where these people are." I thought, "Well Brenda, it's really easy. We just need to go to our penal institutions and we've found 70 percent in the folks, there." Of course, they won't be in our project area, but we can find them! When you look at these numbers, the importance of literacy in education is astounding.

Because low income was a flag on three of those categories, I went and looked at "low-income." Where do low-income populations live? That's just like when I was looking at Scott, and he had the "illiterate" on him. I went, [ARRGH]. When you look at central cities and if you look at your rural areas, that's about where they are. To a lesser extent in your metro areas and in your suburbs.

Are all low incomes minorities? That's the immediate stereotype we make. Everybody's Black. Everybody's Spanish. A couple of Asians and all those Native Americans. As a matter of fact, it's White who are the largest low-literacy group. Those are some of the difficult things in trying to identify a "location."

You can look for Spanish organizations. You can look for churches where Korean is spoken for services. You can look for things like this for ethnic groups. You can begin to locate and hone in on potential locations or gatekeepers for literacy. But there's nothing for low-income honkeys that you can look at when you're doing your surfing on the web. That just doesn't come up. They are a hidden group.

You laugh! They are the biggest group, and they are going to be the hardest group to identify -- 22 million. This is based on the 2000 census. 22m Whites were low-income.

Are all minorities low-income? No. The National Adult Literacy survey said it was 43 percent of the poverty that were low-literacy. A smaller percent of Whites are low-income, but larger percentages of Blacks, Hispanics and Asians. So while a larger percentage of those populations are low-literate, it is the actual numbers -- the 22m Whites -- that really just jumps at you.

Are immigrants literate? I looked at 3 different categories of immigrants, to show you the problem that exists, and its complexity. When you get an immigrant who comes from, say, Mexico or Guatemala or Central America who was not well-educated in his own homeland, is low-literate in whatever he speaks -- let's say Spanish -- he may be able to speak Spanish but cannot read it, and he's low-literate in English and has a low-income job, as a result.

Then there are some immigrants who are well-educated. They have excellent fluency in their mother tongue, but have limited English proficiency, and they have to take low-income jobs. I remember when I worked in Miami in the mid-70s, with the rail system... We were doing planning for the Miami Dade Rapid Transit. The maid in the hotel was Cuban. I was chatting with her one day and I said, "What does your husband do?" She was very nice and beautifully attired and stuff like this. I thought, "Why are you a maid, here?" She said, "My husband's a physician. But because his English is so bad, he can't sit through his medical boards. Therefore, he has to take a menial job. Until he improves his English, we're low-income. I'm a maid, and he is." You find Guatemalan pharmacists who are picking apples. You find Russians in California who have PhDs, and they're driving Popsicle trucks. This is the exception.

Then you have a third category. These are immigrants that are well-educated and have excellent fluency or literacy in their mother tongue and in English. They have high-income jobs. It's the person that we run into most in this country, though. Who was interviewed for this project? We interviewed 11 federal, state, county and city literacy and ESL professionals. Then we interviewed 56 federal, state, county agencies and consultants.

There was a discrepancy in the numbers, here. What we found very quickly -- in the first category there are limited resources that provide information about literacy. Everybody that we talked to did the same thing. After hearing that 11 different times, we said, "We've covered the bases, here."

When it got down to, "How do you identify and locate -- like I as a consultant would do for a DOT... We had to go through quite a few agencies and consultants before we found people who really took this situation seriously. We talked to DOTs who, when I asked, "How do you identify and engage low-literacy and limited-English proficiency populations?" You get a silence on the end of the phone. Then you'd get, "That's really not even on our radar screen." Well no wonder they're not showing up at those meetings.

We had to go through quite a bit more. DOT's, FHWA, FTAs, MPOs, COGs, cities and consultants -- before we found general knowledge. Just saying, "Well we really don't consider that," or, "It's really not on our radar

screen..." These individuals came from 30 states. We went to Alaska. [inaudible] We didn't go to Hawaii -- but we looked at almost every place. What did we find out?

Some agencies and consultants hadn't thought of it. It wasn't on their radar screen. Not a consideration. Some agencies and consultants had done some really creative stuff. California is phenomenal in some of the stuff they've done. We found that there was only one resource that really addressed literacy -- just one -- one published source. There were quite a few resources that addressed the indicators and surrogates of literacy -- race and ethnicity.

Educational attainment. Educational attainment is different from literacy. Literacy involves a great many factors. Not only do you read, but can you locate a country in a paragraph? Can you add up and figure out a tip on a bill? It was a combination of things that went into literacy.

Educational attainment is how many of you reach 9th grade. How many of you graduated from college? How many of you have a high school degree? When we were talking with the literacy agencies, one of the executive directors of one of them said, "About 25-30 percent of those who come to our agency to improve their English reading and comprehension skills have high school diplomas." Approximately 25-30 percent have high school diplomas. She said, "Those are only the people who come." We don't know how many people are out there who need our services. Because there's a social stigma about not being able to read, people are reluctant to come." If you're going to look at how many people have graduated from high school, you might want to put in that fudge factor of probably 25-30 percent of them that need help reading. Just in case we want to stick with census, you need that caveat.

Looking at the number of those that are below-poverty families and individuals -- because "low-income" is that "flag" that we found all the way through this. Occupied units with zero vehicles." Cannot afford vehicles. Unless, of course, you live in New York City and it's a liability to have a car -- or something like that. But in most cases -- the majority of cases -- it was because you didn't have the money. In one of the counties in SC, we found 22 percent of the occupied units did not have vehicles -- 22 percent. That will weigh heavily on where you have a meeting, if you realize that 22 percent of our population doesn't have a way to get there.

Those that speak a language other than English at home. This is one of the things I found kind of interesting in census. It was kind of tough to weigh... That was time leaving home to go to work being 16-years old and older. That gives you an idea of who might be working 2nd or who might be working 1st shift or who might be working 3rd shift. It's just one of those little pieces that you kind of need to throw into the soup, to add a little flavor to it.

How do you access reliable low-literacy numbers and percents at sub-State levels? The one source we found that addressed literacy is the National Institute for Literacy publication, "The State of Literacy in America." Estimates of the local, state and national levels. It was put out in 1998. It's being updated, now, based on the new nationwide surveys. It'll be out in 2004. This new edition of, "The State of Literacy in America," will be out in 2005. It provides information by county, municipalities over 5000 and by congressional district -- but many of these have changed since 1998.

There's your website. You can get information free, there. I could give you a phone number to call to get a free copy. It is the only publication that we ever heard anybody talk about.

This is South Carolina. I'll just show this -- I have my pride. This is the state of literacy in South Carolina. Red represents 30 percent or more of the adult population does not read at 5th-grade level -- they read below 5th-grade level. Green is 15-20 percent. South Carolina, I think, is the state with like 22 percent to 23 percent of the adult population that reads below 5th-grade level. Yes.

Speaker: What are the urban areas in South Carolina?

Anne Morris: The urban areas are three, predominantly. One is the Charleston area. That's right here; the one to the right of the green area. The green area is Richland County, where the capital of Columbia is in the yellow spot -- next to the green. The two counties to the right of the green up there are Greensboro and Spartanburg. Those are your three major areas.

Speaker: You were talking about, "Below a 5th-grade level." Is that just English-speaking? Or is that anyone who does not speak English? Is that also thrown in there?

Anne Morris: The definition of, "literacy" says, "Speak English." So all limited-English proficiency -- they're thrown into that sort of thing. Miami would be big and red, because of the number of non-English speakers.

Speaker: Thank you.

Anne Morris: You all can stop me at any time. I'm just going to give you a little history of what literacy is. They define literacy indicators and surrogates. US Census. Great place to start. Then there was that great list of educational attainment -- below poverty, race and ethnicity, occupied units with zero vehicles.

The US Department of Education has a National Center for Education Statistics. That comes out every year. I'll give you some more information on these. Great Schools is a private institution website. Every State is required to do a report card. Our largest states manage to hide these things. There are Department of Education websites. But they're there. They have to provide this information. You can request it from the county educational departments. The Modern Language Association just came out in June with a website that uses 2000 census information. I love census information as trend information. But one of my peeves about using census information is that here, you've got Modern Language Association coming out in 2004 with information that was collected in 1999 and May of 1998. So that information right now is 5 and 6 years old. You really need something a little bit newer than that.

Then each individual State has the equivalent of an Office of Research and Statistics. It's usually tied to the group that can collect your census information. They do some strange things. The Department of Agriculture -- their food stamp program is based on low income. There's a correlation between low literacy, low educational attainment and low income. Section 8 housing -- low income correlation. HUD's site for Public and Indian Housing -- low income. The individual and county MPO initiatives -- you've got some very creative stuff.

Up until Hurricane Charlie, Punta Gorda and Charlotte County had some really interesting stuff.

[tape turn]

...indicators that you should look at. And there's your website.

We're doing a job now in Charlotte, in Mecklenburg County. Census will give you information based on zip code and census-tracked block group and things like that. It's always a really good idea to compare county subdivision information and zip code information. I want to show you why.

Looking at zip codes, you'll see black population in the dark green over on the left-hand side. Let's look at that in terms of county subdivision. It looks like two different places, doesn't it? You really need to look at both of them and then drill in a little bit.

The Department of Education National Center for Educational Statistics -- there's your website. They provide information on race and ethnicity of students. Students have parents. Therefore, we're looking at that type of thing. Students eligible for free and reduced meals program. That's a low-income program that the department of agriculture administers. There's your indicator, right there.

Migrant students. Go and talk to the principle of the elementary schools in your project area about the literacy levels of parents. If children can't read, it's usually because the parents can't read. Therefore, if you talk to the principle, she will be able to give you information relative to the parents of the students she has. That's really one of the places when we did our US17 job, where we went to the principle. Eighty percent of the kids in this one little elementary school were low income. I said, "Oh, given that, how many of the parents do you think are illiterate?" She said, "Probably 35-40 percent." Well, there went some of our written material and the use of it.

This is the website that tells you if it's a Title 1 school. I'm finding different percentages. I think there's a federal level, and the people put, on top of that, some state information. Title 1 school means you have at least 40 percent of your population who are low-income. So look for that. If they're Title 1 schools, you know that, "bingo," you've got low-income, right there.

Race and ethnicity. Hispanics, Asians, American Indians. Potential to speak a different language, right there. Then down at the bottom. Free lunch eligible, 449. Reduced price lunch eligible, 94. So if you look at that out of almost 800 students, you've got about 550 of them that come from low-income families. I'd say you probably have a little literacy problem, here. That's a condition.

The reason I'm looking at elementary schools is because the attendance boundary is small. In some cases, in some rural counties, it is as small as your census tracks -- or even smaller. When you start putting together a patchwork of elementary schools, you can really find out a great deal about your study area.

Great Schools. This is a website that provides race and ethnicity of students. Students eligible for free and reduced meals. Limited-English proficiency students. Ah! Hadn't heard that, before. Some states do that. This website pulls it down. They got into that. This also provides you with reading scores. If you've got low reading scores, it means your parents probably aren't good readers. It also provides detailed information in California, Arizona, Texas, Florida and Washington state schools.

Individual state report cards. They have to go out every year. Every state's required to do them. They will be your most up-to-date information, and you can hound your County Education Department. They will give them to you, because it is available information.

Modern Language Association. This is the website that came out in June. There's your website for it. It takes the top 30 languages spoken by number of speakers... How many people speak whatever language, in each county, in each zip code. Also, the age of the speakers for each of the top 30 languages. Now, why's that important? You can look at it and find out whether that language is dying out. If only your elderly people speak that language, then the young people aren't picking it up, and that language is going to be dead in probably another 20 years. The age of the person that speaks the language gives you an idea of whether they're recent immigrants or not.

This is Spanish Speakers by county in North Carolina. Again, I'm going to show you what it looks like by county. I want you to hone in, in the middle of North Carolina. This is what it looks like by zip code. Whammo! All of a sudden, you've got some concentration... Two little concentrations, right there. They don't show up when you look at it by county. Again, you need to start looking at both these things, and then start honing in on some of this.

This is brand new information. They decided they were going to take languages and do this. Then they'll give you just a listing of the 30 top languages and the number of speakers. I think Number 2 in Maine was French. English 1, 2 French. Then the individual state agencies did some squirrely things. That's good.

We found that in South Carolina, our Office of Research and Statistics collected information on Medicaid, Food Stamps, Supplemental Social Security and Temporary Assistance for Needy Family Recipients. All those low-income. There's your flag. There's your indicator. Low literacy. They overlaid them on census tracts. That information comes out every year. It's not based on 2000 census. I don't know within the individual states what agency that might be under for you, but that information is available. You're just going to have to go and find it. I would suggest starting with the agency that collects census information.

This is Charlotte County, Punta Gorda MPO before Hurricane Charlie went through it. They took every single family unit and the tax assessor information and identified those single-family units that were valued at less than \$25,000, because they felt that was the cutoff for low income. The red are the poorest or cheapest units there. They're zero to \$15,000. The orange is \$15-35,000. The yellow is \$35,000-50,000. This is information that GIS and counties should be able to pull down, based on how frequently you have an assessment.

Then there's HUD Section 8 housing. There are your URLs for that. They identify every apartment complex that takes Section 8 vouchers, by county and by city. Then your [SRI], your GIS -- a brand new site that came out, probably in the last three months. It provides information on family and Indian housing, in addition to normal Section 8 housing. It provides you with maps and locations, street addresses, number of units, a phone number for the manager's office, where you can call and say, "How many units do you have? Can we come by and have a meeting at your clubhouse?" Go to them. That's going to be the mantra. Go to them.

This is your [inaudible] apartment search. It gives you your contact, your property, the type, disabled healthcare. This is your [SRI]. Your [inaudible] Geographic Information System. Just plug in.

This is a list of all Native American tribes and where they're located, and their contacts. One of the things I love is this mobile home park store website. It locates its members within every city in the United States. Most people who live in manufactured home communities probably are going to be low-income. There are lots of places you can go to get information about where these populations may be located, when it comes to indicators and surrogates. There's one place you can go to get literacy. It's the correlation between low-literacy, low educational attainment and low income that you really need to be aware of.

USDA Food Stamps. Find your field offices for each state, and they can give you the list of businesses and locations that take food stamps. Not every grocery store takes food stamps. I learned that the hard way. The best place to go is your independently owned stores, because they don't have the bureaucracy that your franchises have. Go to your state adult and community education agency -- that's under each individual state's department of education. They'll provide you with a list of county and city agencies that have adult literacy classes.

These classes are taught only in English. These specifically are for English speakers who wish to improve their literacy. ESL may be taught in English. It may also be taught in the language of the majority of the students that are trying to improve their English and learn English. The best advice we found is once you determine where your project area is, go to the county representative who does county adult and community education. Get the county representative who does ESL. Add to that the county person who is your social services agency. Public Health does the best stuff, in terms of going into counties, rural areas, urban areas, and addressing problems of literacy, when it comes to human health problems. Whether it's sending out somebody as a nurse or sending somebody out to go into a clinic. You've got somebody that calls in to say, "The water in my well is turning red," and things like this.

They know those counties. Piggyback on them. They've already got their network set up. Don't be proud! Use what's already there. Also, get somebody from the employment security agency who can talk to you about unemployment. Get those four people together in an area, in the same room, and you are going to know 90 percent of the low-literacy problem. You'll also have a very good contact list for who to talk to, in what neighborhood. This is where you'll identify White folk who don't read. You'll identify everything else, but this is where you can get a handle specifically on White.

How do you find local information? The first thing we did -- I spent a day surfing the web. It was wonderful. Go to the city and county calendars for local events. Go to the Chamber of Commerce. Gather their membership list. They'll list if they have a Hispanic organization. They'll list if they have White Russians who immigrated. Things like that. If you've got a college nearby, interact with their international student association. They will have connections in the community, outside of colleges. Through those, you can then tap into stuff.

If you've got a military base, go to the public information officer. Ask him about any kind of ethnic groups that they may help sponsor. Go to the Yellow Pages. I steal a phone book every time I go somewhere. Look for ministerial associations. That's a gatekeeper -- a great place. Look for those non-English faith-based services. You've got Korean services at the Baptist church. You've got Spanish services at the Catholic church. You've got migrant outreach through Catholic ministries. You've just got a bunch of stuff in the Yellow Pages. Go to the ethnic restaurants. I talk to people all the time. I walk in and say, "Hi. This is what we're trying to do. Blah-blah-blah." "Oh, yes. Well we have this little newspaper, here." Or, "The community leader is blah-blah-blah. Would you like to eat, now?" "Okay, fine. I'll go ahead and eat. I'll spend money with you."

One of the key things about when you put something in a Spanish-speaking newspapers -- put it in Spanish. We'll sometimes find that state DOTs have their hearts in the right place, but they'll put that advertisement in a Spanish newspaper in English. They'll completely defeat the purpose.

And attorneys...

Speaker: [inaudible]

Speaker: You're so right about making sure that it is in Spanish. But also, you need to be very careful to run it by someone who is Spanish-speaking. There are lots of idioms. In the Washington metropolitan area, you might speak Spanish, but the Spanish in Central America is different than the Spanish in Peru, and that's different than the Spanish from Spain.

Speaker: Argentina. Yes.

Speaker: So language is not always the same. Also, if it's gibberish in English, it's gibberish in any other language, too. So you really need to be very careful.

Anne Morris: The other thing I would say is that if the concept is not know -- if I were to try to translate something into Arabic about "ice," and I just had a bunch of nomads come in, I could translate the word "ice" into Arabic. Whether or not they'd understand what I was trying to talk about, in that they had never been in an area that was cooler than 93 degrees, is another question. I can translate the word, "Vertical curve," into Spanish. Does it really mean anything more in Spanish than it does in English? Probably not.

When I lived in Italy, it prepared me for this. I didn't know that, 30 years ago. I remember listening to some friends of mine who were talking about me. Somebody said, "Oh, she's a Gamba!" I'm sitting there going, "Literally, that means I'm 'in leg'." I am in leg. "I am in Gamba?" What does this mean? Maybe I can translate

it directly into English, but it means nothing to me. You've got to make sure. It means you're an okay person. It's a slang.

You can translate stuff directly from English into Spanish or any other language, but you've got to make sure that it has meaning. One of the things that we found in public health people is the concept of "insurance." You can translate that word from English into Spanish, but it really doesn't exist in those countries, and therefore they don't know what you're talking about. So you may have to go into a little explanation of actually what you're talking about in terms of "their context."

Another was attorneys that provide immigration, green card and visa services. They can send you to organizations that look after people in transition. Then surf the web. That's my favorite. Look for things like Spanish newspapers by city, Black newspapers by city, Arabic newspapers by city. Look at radio stations by type -- Spanish-speaking, Creole in Miami.

Speaker: There are a couple of publications on that [website] that talk about the African-American Yearbook and the Hispanic Yearbook.

Anne Morris: Yes.

Speaker: They're web-based. You can get information on every city in and around. They provide you with existing agencies that serve those populations by city. Businesses and all kinds of information, there.

Anne Morris: So what questions do we ask these people we interviewed, after we asked how you identify and engage low-literacy and limited-English proficiency populations? One of the first questions we asked was, "What skills should your staff have?"

We have in my office what I would call "geeks" and "speaks." Geeks are people who are phenomenal when it comes to a computer. God help them if you put them in front of a bunch of people, though. Let them do what they do best. Not everybody can go out and talk to people, and you've got to realize that. There are people you should not let loose on the public.

Audience: [humored]

Anne Morris: Then there are the "speaks." The "speaks" can go out and they're at home whether they're drinking a glass of Breezy Iced Tea or if they're standing on somebody's septic field, chatting with you in the backyard. They don't care. They're just very comfortable in this. They know how to smile.

Do practice sessions with your staff, so they'll know probably what they'll come into contact with. One of the luckiest breaks I ever had was when I had a secretary who had been a welfare mother. She knew that segment of the population -- what was important to them, when they did things, how they did things, what the code words were for things. [I wondered how it would] look in a proposal. Secretary, welfare mother -- she was phenomenal.

I would suggest if you have somebody in your organization, go to them. You're talking about a different group of people and a different way of doing things. They don't do things the way we do things. That's not to say one's better or worse. They're just different.

I can't stand up here, regardless of how long I've been doing this, and say, "I understand exactly how they feel." I don't! I don't! One of the misconceptions we make is that we think a Black person is simply a White person with dark skin. No. There's a whole difference in background and in culture and in things they've been through.

An Hispanic person is not a White person who is brown and simply speaks another language. It's a whole different cultural background. We need to understand that before we go out.

Going back to Italy... First thing I did when I was invited to somebody's house was to take a bottle of wine. In America, that's a nice thing to do. I could not have insulted my host more. Why? Because everybody in Italy thinks they know the best place to go for wine. So here I am, an upstart arrogant American who comes to them and basically says, "I don't think you do! Here's a better bottle!" I didn't know. I just didn't have a clue. How was that to start off the beginning of an evening? Tacky, tacky! Yes!

Use and train people from the community. Just like [inaudible] said. They know the personality of that community. They know how it operates. They know the pulse beat. They know the politics. They know the factions. You don't have to teach people that, and it would take you forever to try to teach people that. Use those resources you have.

You're using existing trust; you're using the familiarity of neighborhoods. Teach the difference between the smile and the smirk. It's very important. There are a lot of little things that simply just don't register with us because we can read. We are a visual group. They are an oral group. If you can't read, you listen, and words become very important.

When you want to sit down and talk to somebody and you think they're illiterate, don't say, "I want to come over and do a survey." Immediately, the word, "survey" is going to catch. They're going to think, "Oh, my God. They're going to make me read something and they're going to ask me to write something." The fear will go up in them. Instead say, "I'd like to get together with you and talk." You'll eliminate the tension, the frustration, the confusion and the fear. We've got to be very careful about the words we use.

Like Josh was saying, "Only ask for water." If you don't and they don't have it, they're going to send a kid out the back door to get it, because they don't want to be embarrassed. And we're not there to embarrass them. So only ask for water.

The meeting sizes -- makeup -- location -- time -- day-of-week. Do those matter? Answer -- yes. Start small, like Jumetta did, and build to bigger groups. You're building trust as you build. Pay for a focus group. ARC in Atlanta. Pay for some focus groups. Why? Because time for somebody who is minimum wage below income is not free. If you want me to come in and spend a day with you or four hours with you, pay me. I need the money. I'll come, but pay me. It's not going to be a horrendous amount.

Do not assume that just because two communities may be Hispanic that they will meet together or even want anything to do with each other. We found that all over the place. It's not just two Hispanic groups. It could be the [inaudible] and the Blacks. It could've been the Asians and the Hispanics. You need that before you have a gang riot on your hands.

Speaker: We actually have a project in the capital of Maine, and a major river system cuts it in half. The east side and the west side would not cross the river to meet in the same place. They definitely would not meet at city center, because, "the only thing those people did was raise their taxes and interfere with their lives." So we actually had to have meetings on both sides of the river. They were [buddies].

Anne Morris: Find out what shifts your community works. Understand that low-income people often work second shift. They often work two jobs. When you might want to have a meeting is important. It's important to know when they're available. Otherwise, you'll stand there and go, "Well see? They didn't care. They didn't show up." They weren't about to lose half a day's salary to show up just because you didn't realize they were working.

Find a meeting location that's safe. I never realized what "safe" meant, because I pick a location that's safe for me. I found out in picking a location in Calhoun Falls, SC. It was the county hall, surrounded by a White neighborhood. When the mayor had run for election in 1992, he was the first Black. The Ku Klux Klan had marched down Main Street to show their displeasure. So because I had picked the town hall, which happened to be in a White neighborhood, the Blacks would not come through a White neighborhood after dark. So they didn't show up.

Immediately, we assumed, "They don't care." We didn't realize they weren't willing to put their lives at risk in order to come to a meeting place for. But I stupidly had not understood what the friction was all about. I had successfully set up a meeting where half my population couldn't come. So we held a meeting in the Black community two weeks later, and more people showed up. More Blacks showed up than the total when we had it at town hall. It wasn't that they weren't interested; they weren't willing to put their lives at risk. We always look after us and where it's safe for us. We never consider that it might not be safe for everybody else.

Provide transportation and childcare, if needed. Single head-of-household mother with three kids needs somebody to baby-sit. Occupied units with zero vehicles. They may not have a way to get there. Provide tables, chairs and food. Jumetta! Just ask them to invite their neighbors. The neighbors have trust among themselves. You're not having to get out there and say, "Hi. You don't know me, but I wish you'd come to our meeting." Let the neighbors do that.

What clues should you look for, if someone is trying to tell you they can't read or write? "I left my glasses at home." The first time I heard that, I thought, "Hmm... They probably did leave their glasses at home." The second time I heard that at the same meeting, I went, "Oops! Got a problem." They're trying to find a way that doesn't embarrass them to tell you that they can't read or write. Of course, we stick that sign-in sheet in front of you the first thing. So, stand up with your clipboard and take down peoples' names and addresses at the front door.

Speaker: [inaudible]

Anne Morris: Yes. Exactly. People will try to give you verbal comments.

Speaker: I might have left mine at home.

Anne Morris: People will try to come up to you and talk to you and say, "This is my concern." The first thing we do is say, "If [inaudible] over here to the comment table and write that down, it'll give us documentation." After you've watched that person go to another member of your staff and say the same thing -- and seeing that same thing there, what they're trying to tell you is they can't write. So keep a little clipboard with comments. If somebody wants to come up to you and tell you an oral comment, then you just take it down. Then take their name.

People want to take their comment sheets home. "I need to take it home and think about it." You are never going to see that comment sheet again. Probably not. You need at that point to stand there and go through the project and say, "Do you have any comments?" Then take those down, and take their name. What do you do? Greet people at the door, take their name, and give your staff clipboards with comment sheets. That's simple.

What are ways to get information to and from these populations? Use radio, TV, newspaper, word-of-mouth, faith-based organizations, and local leaders. Use interpreters and translated materials. Radio. The Black radio stations. Use your website. Radio call-in shows. This was in Miami when they did a radio call-in show in a Spanish community. One of the things we did on the US17 project was a Black radio station wanted to have our project manager who was in Raleigh -- 2.5 hours away -- hook into a call-in show. So we did that on a

conference call. She never left Raleigh, he never left the study area, and it diffused all kinds of rumors. It's as simple as a phone call.

Use local TV. We found that when the local TV folks come out and do one of these things, in about 20 minutes you'll get your second rush of people who've just gotten home. They've turned on their TV, they see this thing and they'll come out to see you. You can set your watch. Use cable TV. In Miami, this was a Haitian television program -- it's conducted in Creole. Elizabeth Rockwell was kind enough to provide that slide.

Black signs. This is a newspaper. Here's a URL for Spanish newspapers. Use targeted newspapers, like Black newspapers and Spanish newspapers. Things like that. This guy -- here he is at a transportation public hearing. Well last night before this, he was doing a debutant party. Who showed up? What color were their white gloves? All this kind of stuff. He doesn't know transportation from Adam's house cat. Give him a news release so he will get it right. Then you don't have to return phone calls all the next day when he doesn't understand what he's trying to be writing about. Help him help you.

How should information be presented at meetings? Okay, if you can't read and you may not speak English, how are you going to present the information. Call culture maps in typical sections. Render your typical sections so it'll look like a road, and not just that little slice that you get on construction plans. Before-and-after photographs. A picture's worth a thousand words and always will be. Animated drive-throughs, if it's a really complex project, and you can afford them.

Use symbols. Videos with different language tracks. Kim in Mississippi uses videos. They do it in-house. You can, too. PowerPoints with different language tracks. Interpreters. That's verbal. Translators for written. And school kids. Before-and-afters. Color alternatives. Each one of the alternatives is a different color.

How do you show them what typical section goes with each color? Simple! You put a strike down at the bottom of it. It corresponds to... The colors on your map! Low-tech. There's that strike again. The purple one means a bypass. Symbols. Stop signs. Landscaping. Some guy digging. You can come up with little blocks of symbols, and they simply stick it on the map.

How do you find out what would be the best time of day or night for a meeting, and the best place? Ask. Ask. You don't know it all. Ask. Don't make a mistake. Ask. Don't be afraid to ask.

What did I say?

Audience: Ask!

Anne Morris: Ask! There we go. Conduct a survey and ask. And then do it. In Kingsport, Tennessee, on Louise's project, we sent out postcards. "Tell us where you want a meeting. Tell us what time of day or night. Tell us what day. And oh, by the way, give us your comments on what you think the problems might be, so we can take those comments when we have our first meeting, and we'll address what your comments are. We will take away the, 'we're not listening to you!'"

Piggyback on the existing social structure. Sunday after services at churches, when people bring a covered dish. Go to make a little presentation and bring food. PTO and PTA meetings. The best one's in August, when the year starts and they talk about everything, and in December because they have a Christmas pageant, and every child has a part. And every family and mother and grandmother comes.

HUD apartment complexes. Football games. In Texas, where football is king, they have booths at the high school football games. Fairs, festivals, local events. Ask school principals when they have their parent-teacher meetings. They've figured out when those parents are free and can meet. Go to them and ask. Plagiarism is the

sincerest form of flattery. Utilize daily routines. Set up displays in malls. Have a live person there who can talk to you about it. Everybody shops. Go to grocery stores that take food stamps. Chat with them. Visit Laundromats. Three guys in the back all spoke Spanish. I couldn't talk to them.

Go to the local breakfast hangout. This was my third breakfast that day. As we say in football, I have sacrificed my body for this project. Visit a senior center. Meet in churches. Talk to business owners and store managers. Go to PTA and PTO. Visit local service stations. Go to the planned social events. Every Friday night, they'd close down a block of Main Street and have a dance. So we slapped a map up and grabbed people as they came by and told them about the project.

We stopped at the playgrounds and accosted mothers and children. With [Kaylin Berry] I taught a little CIA 2-day course at Utah DOT about 2 months ago. We told the audience that on the second day we were going to take them out in vans and go to 3 different locations. "Here's your survey. You're going to step out and you're going to meet people cold. You're going to tell them UDOT is looking at changing their public involvement techniques, and would you help them get better at it?" There was fear in that audience when I said that. I had to pull two people out of the van, the next day. Once they got out there, it was a piece of cake, but the initial fear of having to talk to a human being that they might not know was real. They had little UDOT tee shirts on.

The local Hispanic associations. This came from Darla. Strings & Ribbons. The booth at a local fair. Give something away! Even if it's just a highway map. Talk by the side of the road. We jumped out of the van and here's this poor woman [pulling away]. Let the community know you're coming with radio, TV, local leaders, ministers, public health staff -- do not surprise them! Flyer. Let them know you're coming. Then you better show up.

Use the same techniques. Post cards are underutilized. One of the problems that came up in the I70 project was, they had used these flyers. My God, they flyered the world. Every time you turned around, there was a flyer. Then all of a sudden they sent out a newsletter that had the date and time of the next meeting. They had not so good an attendance, so Jumetta went back. This is one thing you can do -- go back. Find out what went wrong.

As we went back, we talked to people and said, "You didn't come to the meeting." "We didn't know anything about it." "Did you get the newsletter?" "Yes. I got it right here." "Did you open it?" "No. I was waiting for a flyer." You get into that rut. They're expecting that flyer. Don't change on them.

Adopt a branding device that's simple but visible. Put it on everything -- logos, tee-shirts, bags, work material, maps. At our first meeting in Tennessee, we were expecting a ton of people to show up. There had been a big fight -- a big mess -- before our project started. But we wanted everybody to be able to find somebody if they had a question. So we wore green tee-shirts. Screaming green tee-shirts. There were about 20 of us little green weenies running around everywhere. But they found us, we answered their questions, and they didn't go away frustrated because they couldn't find somebody to come up to and talk to. Simple. \$1.82 per tee-shirt.

And go to them. Go to them. Go to them. They had little ID things around their necks, too, in addition to their little yellow tee-shirts. Conduct interviews in 2s. One in Spanish and the other one in English. One writes. One talks. Wear your tee-shirts. Bring the table and share some food. Wear your tee-shirts. Ask the neighbors to invite neighbors. Explain complex subjects like "noise."

We can stand up here and talk about noise and how [non-rhythmic it is], as opposed to a straight line, and what a DBA is as opposed to a DBB or a DBC. I'll bet you guys don't know it. These people don't know it, either. So we set up a little blender. There was a little blender on the table with two noise meters behind it. We turned on the blender and everybody came up and looked up at the noise meter of the level. Then we said, "Okay. You would normally think if you had two blenders, it would be twice as noisy." But it's not. [inaudible] So we

put the second blender on and we turned on two blenders. Ooh! It just barely moved. Ahh! So we can double the traffic and it won't necessarily mean we're doubling the noise. No, it doesn't.

Then we took away those blenders and moved them over here. So we had one over here and one over there. The two meters were still there. We turned them both on. Oh! Moving them away makes a difference! Then we put one of those blenders behind a chalkboard or a noise wall, and we turned it on again. Using very simple techniques, the concept of noise was a point. Low-tech. The nice thing about the end of the evening was they took the dueling blenders and filled them with fresh fruit, and everybody got a smoothie. Win-win.

Have meetings on Saturdays. The [Mungs] to Saturday meetings in their communities, with only residents of the communities. They don't feel comfortable with other people there. If you want the [Mungs] to be involved, you invite the [Mungs], only. And provide translated materials. It's a [Hispanic community].

Choose a site that's comfortable. They knew that school. And accessible to transit so everybody can get there. And provide interpreters and translated material. When in doubt, ask. Ask, ask, ask. Trust is built one step at a time. Act like you are your clients' sole representative.

When I was in Italy, I was in a small village in Sicily. A lot of people had family members who had emigrated to the United States, but very few of them had actually met an American. I began to realize that they might judge all Americans by how I acted. I might be the only American they ever really met. And boy, did I act like my mother was watching every minute of what I was doing. That's the way your consultants and you as an agency need to act.

Successful public involvement is a term involving quality and tenure of the relationship. DOTs need to stop acting like it's a one-night stand. They need to really get in there and build a relationship that lasts. We've heard today about, "Well they started that project in 1966 and it died. They came back in 1988 and it died. Then they came back in 2003 or whenever it was, and..." Oh! We involved the public! We're beginning the long relationship. We've had two one-night stands and we got thrown out of the house the next morning.

Continue nurturing the relationship. The relationship is based on the public seeing that their involvement has been used in the process. That is critical. You must show them that the time and effort they took has been taken seriously, and you did something with it. You didn't just say, "Thank you. Check that box," and dump it in the trashcan.

The public's participation is based on being given meaningful access to decision-making information in a format they can understand. Critical. End of slide show. Questions?

What we're going to have with this report? We've got about 15 pages of 4-5 sentence jewels about best-techniques that we've found. We're going to provide that in this document, as well, as just an introduction of what's literacy and what's limited English proficiency. Yes.

Speaker: Several comments. First of all, you mentioned that a large percentage of people going to ESL courses had high school diplomas?

Anne Morris: No. What I said was the English and Continuing Education.

Speaker: All I wanted to say was, based on the conversations I've had with some of my friends who are professors, a lot of college freshmen probably can't read or write at a 5th-grade level, either. I'm only saying that partially in jest. My serious point is a kind of corollary to what you're saying today. Given the low levels of literacy and the high numbers of people that have lower levels of literacy, it's just another reason to get away

from the jargon in the written materials that we do use. As you were sort of summarizing here at the end, I think you made that point.

Your data shows that a lot of people don't read really well, although they are literate. So we need to be clear about what we're writing when we do use writing as a medium.

Anne Morris: We did a newsletter at 5th-grade level.

[tape ends]

[tape begins]

...take it home to their parents. The kids were 5th-graders. To take it home to their parents and read it for parents who can't read.

Speaker: Thank you, Anne. That was an excellent presentation. I think you drive home a point that isn't often said. But I have to offer comment with some of our junior staff. "If you're illiterate you're not stupid. You just haven't had the chance to learn how to decode those symbols on a page." There's a difference between your cognitive ability and your ability to read. Their illiteracy is not their own fault. It's not that they slacked off in school; they just didn't have opportunities or some other element...

Anne Morris: Or reinforcements from home.

Speaker: Right. I mean where we are is just luck.

Anne Morris: Yes.

Speaker: Where we are and where they are is just the luck of the draw. It was very respectful, and I wanted to applaud you for that.

Anne Morris: You made an excellent point. Simply because you can't read does not mean you're stupid. You may have the most common sense in the world and run circles around me. Don't confuse low-literacy with stupidity. When I struggled to speak Italian, and I was sitting there thinking, "I have a master's degree. Why the heck can't I remember what that word was?" I was at a bus stop one day and there was a little 5-year old who was standing next to his mother, just yapping way in Italian. I went, "He speaks better Italian than I do! And I have a master's degree! What's wrong with me?" You're used to basics, and you just want to scream, because you cannot fill out the flowery mess and the adjectives that you're so used to using, because you just don't know.

Any other questions?

Let's go eat!

Audience: [applause]

[sessions ends]