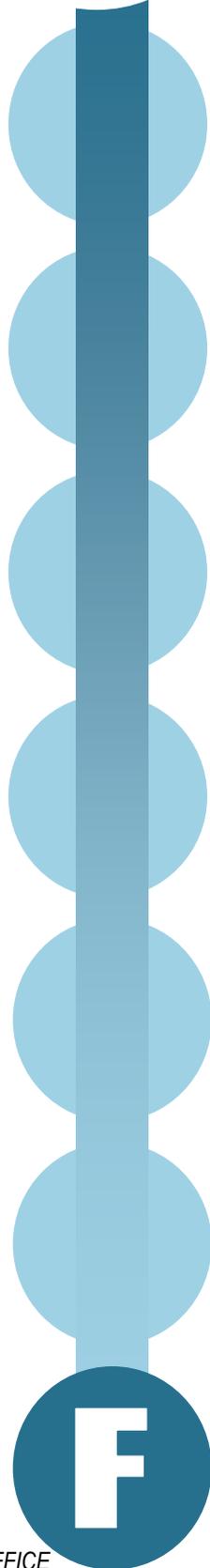




*Indian Street Bridge PD&E Study.* Steve Braun, P.E., FDOT District 4.

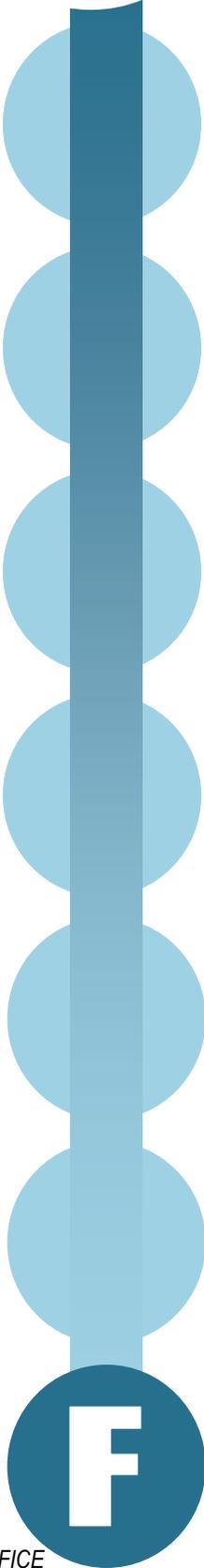
This case study demonstrates the efforts of District 4 and the Community Assessment Task Team (CATT) in working with community stakeholders to identify community values, issues, and feasible solutions for a new bridge crossing of the South Fork of the St. Lucie River in Martin County, to connect Palm City with the City of Stuart.





*Strings and Ribbons ~ A Public Involvement Success Story.* Karl Welzenbach, Volusia County MPO.

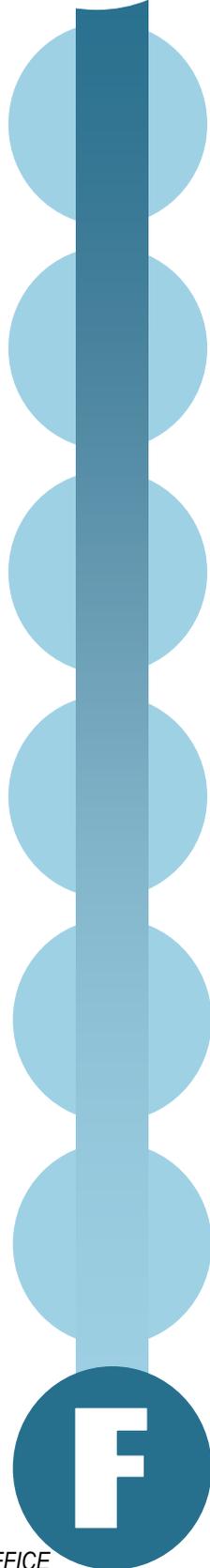
The traditional planning process used by the Volusia County MPO in the past has only used it technical and citizen committees to develop alternative transportation network scenarios to be analyzed. In developing the 2025 LRTP, the Volusia County MPO held 34 games and over 670 citizens spent more than 1,000 hours actively discussing needed improvement projects.





*Highlands County Sociocultural Data Collection Effort ~ A Practical Application of SCE Data Collection Principles.* Gwen Pipkin, FDOT District 1.

This case study highlights the Highlands County SCE data collection efforts as a two phase approach. Phase one identifies quantitative data collection efforts and phase two focuses on qualitative data collection efforts through key community leader interviews and focus groups to determine community values and attitudes analysis.

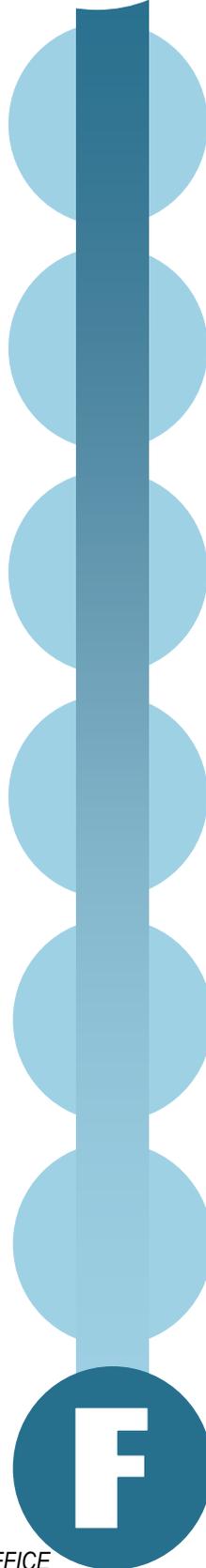


# BRIDGE OF LIONS REHABILITATION PROJECT



*Bridge of Lions Rehabilitation Project.* Bill Henderson, FDOT District 2.

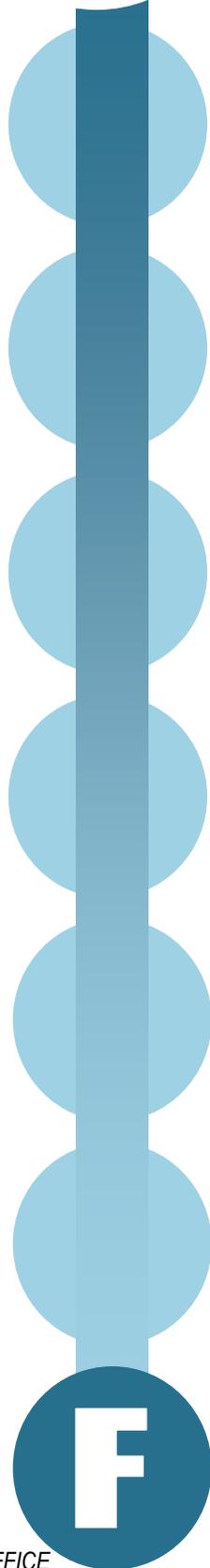
The Bridge of Lions is considered historically important on a local, state and national level and is listed on the National Register of Historic Places. Economically, the bridge provides a critical link between Anastasia Island and the historic downtown area. Without this crossing, the social and economic stability of the city and region could be damaged. Throughout the study of the proposed action, this project generated great interest in the community. Supporters of both the Rehabilitation and Replacement alternatives actively voiced their views and concerns through public meetings and correspondence.





*Integrating Cultural Resources Into SCE Evaluation.* Ken Hardin, Janus Research.

This presentation identifies cultural resource managers, explains the culture concept, and demonstrates how cultural resource information can be used to understand communities and identify community issues. The Opa-Locka and Holden-Parramore case studies discussed in this presentation emphasize the importance of public involvement and cultural resource management studies in understanding communities and determining project effects.

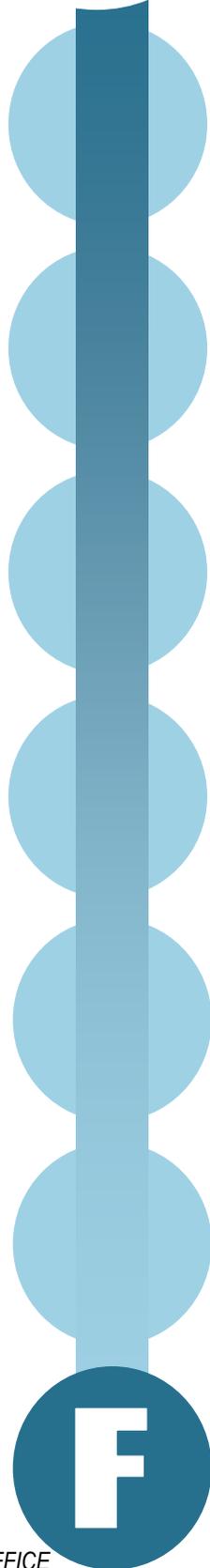


# BRICKELL AVENUE BRIDGE WIDENING



*Brickell Avenue Bridge Widening ~ Native American Consultation.* Cathy Owen, FDOT District 6.

The Brickell Avenue bridge project, located in downtown Miami, provides a case study of successful Native American consultation. Brickell Avenue Bridge crosses the Miami River at its mouth, an area known to contain significant archaeological sites, including Native American villages and a burial ground. The existing Brickell Avenue Bridge crosses through an archaeological site that is listed in the National Register of Historic Places. Prior to any cultural resource investigations, coordination was conducted with the Seminole Tribe of Florida and the Miccosukee Tribe of Indians of Florida to develop an appropriate scope of work for the archaeological investigations and identify any concerns. This case study demonstrates that early consultation with Native Americans is a critical part of any cultural resource and public involvement program.

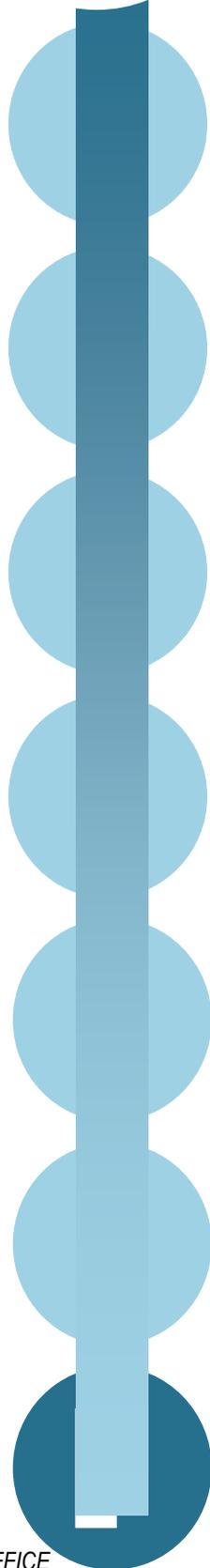


# OVERTOWN ~ AN UNFORTUNATE WOMAN



*Overtown ~ An Unfortunate Woman.* Cathy Owen, FDOT District 6.

Overtown, an important African-American community located in Miami, was known as the “Harlem of the South” during the early decades of the 1900s. Urban renewal, desegregation, and the construction of freeways in the 1960s impacted this community by destroying the business district and disrupting community cohesion. The case study demonstrates the important lessons learned concerning public involvement activities, building trust, understanding community goals and values, and evaluating project effects. This case study also demonstrates how cultural resources can help redefine a community and play a critical role in its revitalization.



Community Assessment Task Team

# Who let the CATI out of the bag?

"Purr-fecting" Public Involvement

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# The secret is out about our Public Involvement

## INDIAN STREET BRIDGE PD&E STUDY

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## PROJECT LOCATION MAP

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## PROJECT LOCATION MAP

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## PROJECT DEVELOPMENT & ENVIRONMENT (PD&E) STUDY

- Martin County MPO's #1 Priority
- Engineering & Environmental Analysis
- New Bridge Crossing
- Alternate Route to SR 714 & Palm City Bridge
- Widen Existing Local Roads
- Connecting Palm City with the City of Stuart
- Environmental Impact Statement (EIS)

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**Community Assessment Task Team**

Opponents say bridge data flawed  
Palm City residents Collins and Kinnis Smith are not impressed with the statistics used to justify the proposed Indian Street bridge.

Don't make Palm City too accessible, no bridge

Martin/St.Lucie  
State DOT deferrals to the Palm City bridge site  
By Staff Writer, Palm Beach Post Staff  
Palm Beach, May 21, 2003

Palm City bridge  
Building car spine

Indian Street favored for "new bridge"

COMMUNITY ASSESSMENT TEAM

Should be decided this week

Indian Street bridge's fate

for FORTRESS MARTINE COUNTY  
APRIL DECISION ON LOCATION OF 4-LANE PALM CITY

Bridge routing

to be studied

Keep it suggests

2nd span on river

City bridge at each hour  
Go north with 2nd Palm City  
Go south with 2nd Palm City

Martin roars  
capacity discussed

Please, not a

Go north with 2nd Palm City

Go south with 2nd Palm City

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**Community Assessment Task Team**

**Data Collection** ↔ Meetings with Stakeholder Groups  
WORKSHOP 1 April 2002

**Typical Section Development** ↔ Meetings with Stakeholder Groups

**Initial Alternatives Development and Analysis** ↔ Meetings with Stakeholder Groups  
WORKSHOP 2 November 2002

**Alternatives Development and Analysis** ↔ Meetings with Stakeholder Groups  
WORKSHOP 3 May 2003

↓

**Public Hearing (Fall 2003)**

↓

Agency Review of Draft Documents

↓

**Agency Review of Final Environmental Documents**

↓

**Location and Design Concept Acceptance**

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**MEETINGS WITH STAKEHOLDER GROUPS**

- Regulatory Agencies
- Local Government
- Community Services
- Emergency Services
- Community Associations
- Local Groups

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**MEETINGS WITH STAKEHOLDER GROUPS**

**CONTINUOUS STAKEHOLDER INVOLVEMENT**

- EXCHANGE INFORMATION
- TWO-WAY COMMUNICATION
- LISTEN TO IDEAS
- ADDRESS CONCERNS

**BUILD CONSENSUS**

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**Community Assessment Task Team**

Meetings with Stakeholder Groups

**REGULATORY AGENCIES**

**Early & Continuous Involvement**

Advance Notification (1999 & 2003)

Inter-Agency Meetings

- Scoping Meeting (Aug. 2000)
- Field Reviews
- Agency Meeting I (May 2001)
- Agency Meeting II (Nov. 2001)
- Agency Meeting III (Sept. 2002)
- Agency Workshop (July 2003)

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Meetings with Stakeholder Groups

**LOCAL GOVERNMENT**

- Martin County MPO  
Quarterly Updates  
Citizens Involvement Roundtable  
Technical Advisory Committee
- Martin County Parks and Recreation
- Bicycle / Pedestrian Advisory Committee
- Commissioner Town Meetings
- Growth Management (CRA)
- Public Works

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Meetings with Stakeholder Groups

## COMMUNITY SERVICES

- Martin Memorial Medical Center
- Council of Aging / Community Coach
- Coastal Care Medical Transportation Center
- Waste Management
- Martin County School Board

Hidden Oaks Middle School  
Palm City Elementary  
Martin County High School



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Meetings with Stakeholder Groups

## EMERGENCY SERVICES

- Stuart Fire Department / EMS
- Stuart Police Department
- Martin County Sheriff Department
- Martin County Sheriff Marine Patrol
- Martin County Fire Rescue
- Emergency Operations Center



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Meetings with Stakeholder Groups

## RELIGIOUS ORGANIZATIONS



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Meetings with Stakeholder Groups

## COMMUNITY ASSOCIATIONS

- Martin Downs Property Owners Association
- Whispering Sound
- Palm Pointe / Palm Isle
- Hammock Creek
- North River Shores
- Monarch Country Club
- Pipers Landing
- Pine Ridge
- Riverland
- Danforth
- Fox Run



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Meetings with Stakeholder Groups

## COMMUNITY ASSOCIATIONS



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Meetings with Stakeholder Groups

## LOCAL GROUPS

- Stuart / Martin County Chamber of Commerce
- Palm City Chamber of Commerce
- Heritage Square Commercial Development
- Martin County Audubon Society
- Martin County Realtors Association
- Palm City Neighborhood Advisory Committee
- Citizens for Smart Growth



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Meetings with Stakeholder Groups  
**LOCAL GROUPS**

Opponents say bridge data flawed  
Palm City residents Odies and Kishie Smith are not impressed with the statistics used to justify the proposed Indian Street Bridge.

Don't make Palm City too accessible, no bridge for access north (over) ...  
County leader numbers, want great bridge.

Citizens for Smart Growth

**Palm City bridge doesn't add up**  
County leader numbers, want great bridge.  
Citizens for Smart Growth

New group opposed to bridge plan



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Meetings with Stakeholder Groups  
**LOCAL GROUPS**

Palm City Youth Workshop





I HELPED CREATE A NEW FUTURE FOR PALM CITY!

MY NEIGHBORHOOD SCHOOLBOOK  
KACE NEWTON

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Meetings with Stakeholder Groups  
**COMMUNITY EVENTS**

COUNTY FAIR



AIR SHOW



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**PUBLIC WORKSHOPS**

Held at Various Project Phases

- Corridor Alternatives
- Data Collection
- Typical Sections
- Preliminary Alternatives
- Public Hearing Alternatives

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**PUBLIC WORKSHOP #1**  
April 3, 2002

You are invited...

Indian Street Bridge FH&E Study  
Public Workshop  
Community Center of Lighthouse Park  
4000 W. Indian Street, Palm City  
Wednesday, April 3, 2002, 8:00am - 12:00pm  
http://www.flhwy.com/indianstreet.html





Palm City residents weigh in on bridge plan

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**Hit the street ...**  
36<sup>th</sup> Street Residents Door-to-door  
Community Workshop Notice  
and Survey






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**Hit the street ...**  
 36<sup>th</sup> Street Residents Door-to-door  
 Community Workshop Notice  
 and Survey

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**PUBLIC WORKSHOP #2**  
 November 20, 2002

Presentation Overview  
 Interactive Stations  
 Initial Alternatives &  
 Typical Sections

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**PUBLIC WORKSHOPS**

Encourage One-on-One Interaction

- Project Overview (in separate room)
- Specialty "Stations"

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**PUBLIC WORKSHOPS**

**Interactive Activities**

- "Design your own alignment"

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**PUBLIC WORKSHOPS**

**Interactive Activities**

- "Design your own alignment"
- "Prioritize your key concerns"

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**PUBLIC WORKSHOPS**

**Interactive Activities**

- "Design your own alignment"
- "Prioritize your key concerns"
- "Select your preferred typical section"

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PUBLIC WORKSHOPS

**Interactive Activities**

- "Design your own alignment"
- "Prioritize your key concerns"
- "Select your preferred typical section"
- "Make a design suggestion on the preliminary plans"



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PUBLIC WORKSHOPS

**Interactive Activities**

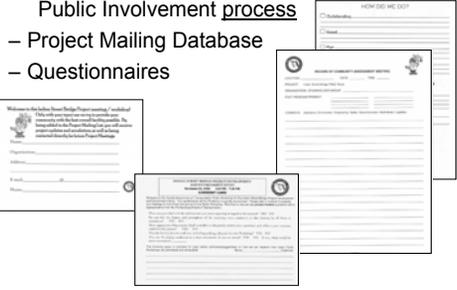
- "Design your own alignment"
- "Prioritize your key concerns"
- "Select your preferred typical section"
- "Make a design suggestion on the preliminary plans"
- "Identify key community amenities / destinations"



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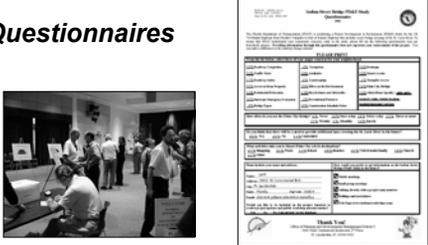
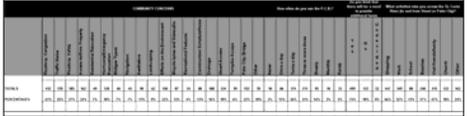
**Other Data Collected at Public Workshops:**

- Comments regarding the Public Involvement process
- Project Mailing Database
- Questionnaires



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**Questionnaires**

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**Questionnaires**



**Questionnaire Results:**

**Major Concerns**

- 58% Roadway Congestion
- 30% Traffic Noise
- 28% Access to/from Property
- 27% Roadway Safety
- 24% Effect on the Environment
- 21% Palm City Bridge

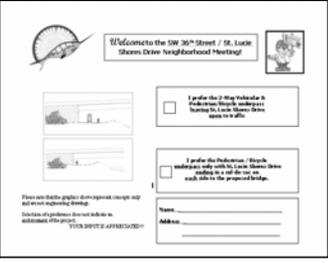
Do you think that there will be a need to provide additional lanes crossing the St. Lucie River in the future?

69% Yes      22% No      9% Undecided

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**Surveys**

St. Lucie Shores Drive:  
Cul-de-sac or Underpass ??



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**PUBLIC WORKSHOP #3**  
May 7, 2003

**Interactive Stations**  
Typical Sections  
Alignment Alternatives  
Evaluation Matrices



**3D Visualization**



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**PUBLIC WORKSHOP #3**  
May 7, 2003

**550 Attendees**

**210 Questionnaires**  
**429 Total Surveys**

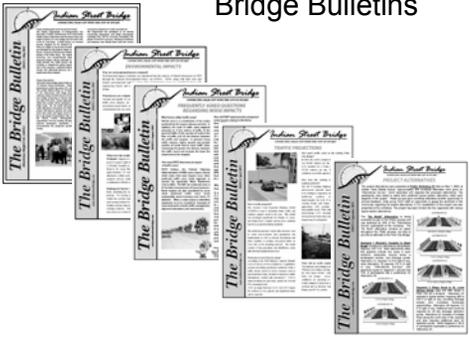




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**Bridge Bulletins**



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**Community Assessment Task Team**

**WEBSITE**  
[www.indianstreetbridge.com](http://www.indianstreetbridge.com)



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**PUBLIC WORKSHOPS**

**3-D Visualization**



Allowed people to have a better understanding of the project, visualize the alternatives & make constructive comments



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**3-D Visualization**




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## COMMUNITY CHARACTERISTICS INVENTORY

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## Key Topics Identified by Community

- Noise Walls
- Intersection Operation
- Drainage: Alleviate local flooding in Palm City
- Right of Way Acquisition
- Access Management Plan
- Community Friendly Corridor
  - Greenway or Parkway
  - Preserve "Riverside Community" Setting
  - Provide Community Amenities
- Accommodations for bicyclists and pedestrians
- Signalized crosswalks for pedestrian / school crossings
- Project schedule and funding
- Bridge Aesthetics

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## Key Topics Identified by Community

- Noise Walls
- Intersection Operation
- Drainage: Alleviate local flooding in Palm City
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  - Preserve "Riverside Community" Setting
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- Signalized crosswalks for pedestrian / school crossings
- Project schedule and funding
- Bridge Aesthetics

*Address concerns & incorporate ideas into the project's design*

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## PUBLIC HEARING

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## PUBLIC HEARING

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## PUBLIC HEARING

November 6, 2003

870 Attendees ...

... 1600 comments received within the Public Hearing comment period

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## PUBLIC HEARING

Collected information prior to the Hearing

- Had an opportunity to address concerns
- Understood the community
- Anticipated the audience
- MPO had the information they needed

- Developed Relationships
- Mailing Database
- Built Consensus



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## PUBLIC HEARING



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## PUBLIC HEARING



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## Final Environmental Impact Statement (FEIS)

Included:

- Commitments based on community comments
- Incorporated ideas received from the community
- A thorough description of the CATT's public involvement activities
- A preferred alternative that addressed impacts to the "human" environment

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# Thanks!!!

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# Volusia County MPO

## Strings and Ribbons A Public Involvement Success Story

Karl D. Welzenbach  
Executive Director  
Volusia County Metropolitan Planning Organization  
1190 Pelican Bay Drive  
Daytona Beach, FL 32119  
(386) 322-5160

## BASICS

- Population of Volusia County = 468,000
- Largest City – Deltona
- Most famous City – Daytona Beach
- Size of Volusia County = roughly 1,200 sq. miles
- Last LRTP Update was in 2000
- Average Turn-out at Previous Public Involvement Efforts = 26
- Most of those involved were NIMBY's

## WHAT DID WE WANT?

- Wanted to find a way to generate “real” public involvement and avoid the poster and lecture system
- Wanted to avoid DEAD on arrival

Decide – through analysis and research  
Educate the public about the solution  
Announce the Plan  
Defend the Plan

## WHY STRINGS AND RIBBONS?

- Educates public on why we develop the LRTP and the process
- Educates the elected officials and professionals as to the perceived needs of the public
- Engages the public beyond traditional “mile-post” meetings
- Provides concrete examples of desired projects

## WHY STRINGS AND RIBBONS?

- Avoids lecturing to the public
- Ensures active/true “public involvement”
- Allows immediate hands-on participation



## WHAT IS STRINGS AND RIBBONS?

- Created by Dr. Lisa Beever, Charlotte County MPO
- Originally developed to explain and promote involvement in the TIP
- Adapted by the Volusia County MPO for developing the 2025 LRTP



## WHAT IS STRINGS AND RIBBONS?



- An easy exercise with universal applications
- A simple format to set up and play
- A process requiring minimum materials and expense
- A concrete feedback mechanism

## GAME PIECES



- Small calculator
- Ribbons (different colors)
- Yarn (different colors)
- Ruler



- Play money
- Scissors
- Scotch tape

## GAME PIECES

- Large map of area
- Note pad
- Pens or markers
- Mileage conversion sheet
- Price Sheet
- Stickers (buses, landscaping, bridges, interchanges, traffic signals, etc.)
- Project tally sheet



## PRICE SHEET

- Bike Lanes--\$600,000 per mile
- Bridges--\$150 million
- Lane Mile of Hwy.--\$7.5 million (expansion or construction)
- Pedestrian Bridge--\$3 million/per overpass
- Traffic Signal--\$150,000/each
- Other—items not listed (cost estimate to be determined by facilitator)

Strings & Ribbons Cost Chart	
Hidalgo County MPO (2011 Public Workshop)	
Bike Lanes	\$600,000 per mile
Bridges	\$150 million each
Bus	\$5 million each (20' wide)
Complete lot (on existing tract)	\$10 million per lot
Interchange	\$20 million each
Lane Mile of Highway	\$7.5 million (2' x 2' lane expansion or construction)
Lane Mile of Highway	\$1.5 million (8 lanes expansion or construction)
Light Rail	\$50 million per mile
Multi-use trail	\$500,000 per mile
Park and Ride	\$500,000 each
Pedestrian Bridge	\$3 million per overpass
Roundabout	\$500,000 per mile
Signal Interchange	\$200,000 per mile
Interchange	\$2 million per mile
Traffic Signal	\$150,000 each
Other	Price to be determined by facilitator
*Roundabout - 500' dia.	

## PRICE SHEET

Strings & Ribbons Cost Chart	
Hidalgo County MPO (2011 Public Workshop)	
Carril de bicicleta	\$600,000 por milla
Puentes	\$150 millones cada uno
Autobús	\$5 millones cada uno (20' ancho)
Trazo de terreno	\$10 millones por milla
Intercambio	\$20 millones cada uno
Una milla de carretera	\$7.5 millones de 2 x 2 carriles (expansión o construcción)
Una milla de carretera	\$1.5 millones de 8 carriles (expansión o construcción)
Trazo de conexión	\$50 millones por milla
Centro de uso múltiple	\$500,000 por milla
Estacionamiento para viajeros	\$500,000 cada uno
Puentes de peaje	\$5 millones por milla
Carril en sentido único	\$500,000 por milla
Parque estacionamiento	\$500,000 por milla
Decoración para la calle	\$1 millones por milla
Señales	\$150,000 cada una
Otro	Prezo a ser determinado por facilitador
*Parque estacionamiento - 500' dia.	

Spanish version of Cost Chart

## GROUPS THAT HAVE PLAYED

- Churches
- Walking Clubs
- Handicapped and Sight Impaired
- High School Students
- Municipalities
- College Students
- Hispanic Association
- Friends of the Library
- School Board Transportation Dept.
- Transportation Institute Students

## CHURCHES



Macedonia Baptist Church

## CHURCHES



Deltona United Church of Christ

## WALKING CLUBS



Happy Wanderer's Walking Club

## SPECIAL NEEDS GROUPS



Handicapped Adults of Volusia County (HAVOC)

## HIGH SCHOOL STUDENTS



Atlantic High School  
(Law and Government Academy)

## LOCAL COLLEGES



Bethune Cookman College

## HISPANIC ASSOCIATION



Hispanic Association  
of Volusia  
County

## TRANSPORTATION INSTITUTE



Bethune  
Cookman  
College  
Transportation  
Institute  
(Sponsored  
by FHWA)

## MUNICIPALITIES



City of Orange City

## CREATING A CONTACT LIST

- Make use of existing resources, such as:
  - ✓ Work with Board and Committee Members to promote program and develop contacts
  - ✓ Use and expand existing mailing database
  - ✓ Make use of phone book
- Contact people previously involved with the MPO
- Make announcements at Board and Committee meetings

## HELPFUL HINTS

- Be as inclusive as possible - don't worry whether or not a particular group has an agenda
- Maintain flexibility when scheduling sessions
- Stress, reiterate, and then repeat that there is NO COST for hosting a session!
- Distribute MPO literature at the sessions
- Provide food and drinks (optional, but works well)

## HELPFUL PRACTICES

- Encourage hosting group to determine who participates
- Stress that the game is fun as well as educational
- Post photos and maps on website within ten days
- Provide photos on CD ASAP to hosting organization (generates more interest)

## ADVANTAGES

- Provides a concrete and interactive method of participating in the planning process
- Requires no specific skills to play the game
- Teaches participants there are more transportation needs than money to meet those needs
- Promotes civility and politeness in a relaxed environment

## ADVANTAGES

- Helps promote the different modes of transportation
- Reflects the concerns of the different communities
- Offers possible solutions to address the concerns
- Allows the groups to highlight why they selected particular projects

## ADVANTAGES

- Provides an excellent tool for developing:
  - Long range plans
  - Short term plans
  - Project specific plans
- Overcomes barriers of literacy and language

## BENEFITS

- Removes Department of Transportation and the MPO from the process
- Strongly encourages consensus among the players
- Promotes prioritization
- Provides a formal presentation of decision making
- Is an easy and enjoyable game to play
- Makes the process more personal

## BENEFITS



## HOW WILL THE INFORMATION BE USED?

- Strings and Ribbons projects have been input into a database
- This database will be used to help select projects for modeling based on frequency of project
- This core set of projects will be tested and reviewed by MPO Policy Board
- The results will be compared to alternatives developed through traditional process

## HOW WILL THE INFORMATION BE USED?

- The MPO Policy Board will be presented with 4 alternative scenarios
  - 3 from the traditional technical/citizens committee process
  - 1 from Strings and Ribbons games
- MPO Policy Board will utilize these 4 alternatives in developing final LRTP

## OUTCOME OF PUBLIC INVOLVEMENT EFFORTS

- 34 game sessions
- 101 maps were developed
- 1,954 projects were identified
- 671 people participated in the Strings and Ribbons sessions
- 1,007 citizen game hours
- 460 staff hours

## OUTCOME OF PUBLIC INVOLVEMENT EFFORTS

- Positive feedback was received from people that played the game
- Interest in the MPO Planning Process was increased significantly

## LESSONS LEARNED

- Map should be clear and easy to read
- Clarify if special requirements are needed for the sight impaired and/or disabled
- Facilitators should ensure that all players are involved
- No two sessions will be the same
- Players should be encouraged to help measure and place the game pieces on the map
- Players should sign map or tally sheet
- Extra maps and game pieces should be available

## HOW TO PLAY!

Seat 6-8 players and facilitator at a table



## HOW TO PLAY!

Explain the purpose of the game and how the information will be used



(Note: do this before distributing maps)

## HOW TO PLAY!

Distribute play money equally among the players



## HOW TO PLAY!

Provide each player with cost sheet

Strings & Ribbons Cost Chart	
Hawaii County MWD 2017 Public Workshop	
Blue Lines	\$400,000 per mile
Bridge	\$100 million each
Bus	\$5 million each \$20 each mile
Commuter fee (per working hour)	\$10 million per hour
Interchange	\$20 million each
Large bridge of highway	\$1.1 billion / 1/2 mile \$2.2 billion per mile
Light rail	\$100 million per mile
Multi-lane toll	\$500,000 per mile
Peak and Blue	\$500,000 each
Rehabilitation Bridge	\$3 million per concrete
Suburban (two sides)	\$400,000 per mile
Simple landscaping	\$200,000 per mile
Simple landscaping	\$200,000 per mile
Streetscape	\$3 million per mile
Traffic Signal	\$100,000 each
Other	Prices to be determined by Hawaii County MWD 2017

## HOW TO PLAY!

Lay all game pieces (map, stickers, string, ribbons, etc.) on the table



## HOW TO PLAY!

Players measure length of project



## HOW TO PLAY!

Players can develop a list of projects prior to purchasing projects



## HOW TO PLAY!

Facilitator calculates cost of project and records it on tally sheet



## HOW TO PLAY!

Player pays the facilitator



## HOW TO PLAY!

Player attaches game piece to map



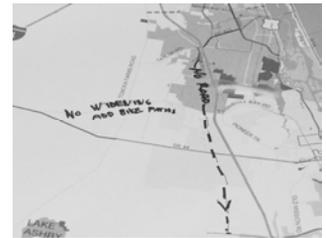
## HOW TO PLAY!

Several players may contribute to the cost of a project



## HOW TO PLAY!

Players can express their feelings on the maps



## HOW TO PLAY!

Final outcome—the money is gone!



## HOW TO PLAY!

Group spokesperson explains the projects purchased



## LONG RANGE TRANSPORTATION PLAN (LRTP) WEBSITE

- Website was created to display every map and photographs from the sessions
- List every group and date of session
- Provides information on the MPO and a link to our main website
- Provides opportunity to contact us

## LONG RANGE TRANSPORTATION PLAN (LRTP) WEBSITE



Visit our LRTP website @ [www.vcmpo2025.com](http://www.vcmpo2025.com)

## LONG RANGE TRANSPORTATION PLAN (LRTP) WEBSITE



To view the maps and photos from the various sessions

Click on the Strings & Ribbons link

Or

Click on "Citizens Input"

## VOLUSIA COUNTY MPO

Strings and Ribbons worked for us!

It can work for you too!



## Questions & Answers

VOLUSIA COUNTY MPO



**Transportation  
Planning**

# Highlands County Sociocultural Data Collection Effort

A Practical Application of SCE Data  
Collection Principles

Gwen Pipkin, District One FDOT

## Why Highlands County?

- One of the fast growing counties in Florida
  - 33% change in population from 1990 to 2003
- Politically active citizen base
- Strong emphasis on quality of life
  - Large retirement community
  - Significant amount of newcomers
- High values placed on cultural resources
  - Humanities
  - Recreation
- Existing electronic SCE data

## Why Collect SCE Data?

- Prime candidate for a Pilot project
- Rural County, has no MPO
- Responsibility of District 1 to complete the SCE evaluation for any proposed projects
- SIS Plan includes Highlands County in the Heartland Rural Area of Critical Economic Concern

## Relationship to the Overall Process

- See Figure 2-1, step 2
- County wide effort versus a project level analysis

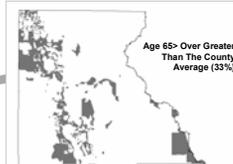
## Defining Community

- Common behaviors
- Shared perceptions or attitudes
- Demographic similarities (ethnicity, age, housing)
- Common lifestyle characteristics or interest (e.g., religion, political, economic)



## Defining Community

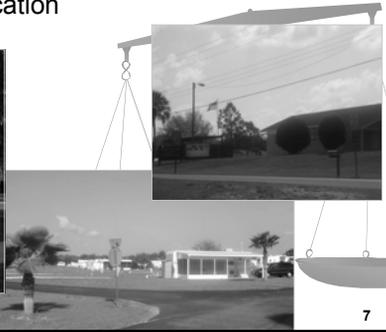
- Existing Data Sources
  - FGDL
  - Census data
  - Parcel data
  - Local county data



Age	Population	Percent of Total Population (%)
Under 5	155	8.50
5 - 17	259	15.87
18 - 21	140	8.60
22 - 29	207	12.68
30 - 39	247	15.13
40 - 49	115	7.06
50 - 64	236	14.46
Over 64	273	16.73
Males	805	49.23
Females	827	50.67

## Defining Community

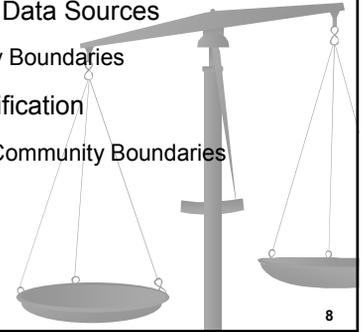
- Field Verification



7

## Initial Community Boundaries

- Using Existing Data Sources
  - 47 Community Boundaries
- After Field Verification
  - 46 Resulting Community Boundaries



8

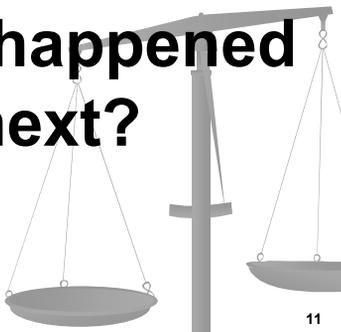
## Community Boundary Review

- Community Boundary Review by FDOT
- Community Boundary Review by TAC and CAC Members
- Present community profile and facility reports with final community boundaries



10

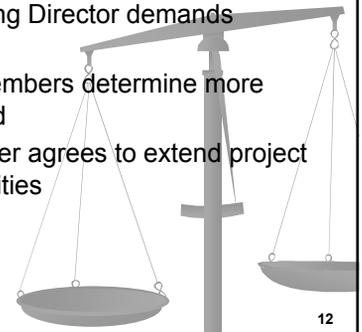
# What happened next?



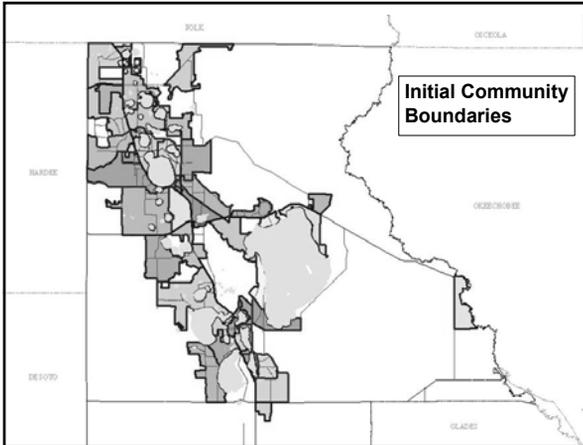
11

## Community Response

- County Planning Director demands involvement
- TAC / CAC members determine more input is needed
- Project manager agrees to extend project input opportunities

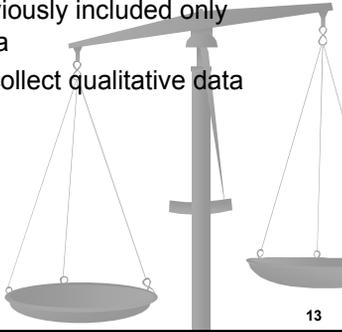


12



## Phase 2 Begins

- Work done previously included only quantitative data
- We needed to collect qualitative data



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## What information do we need?

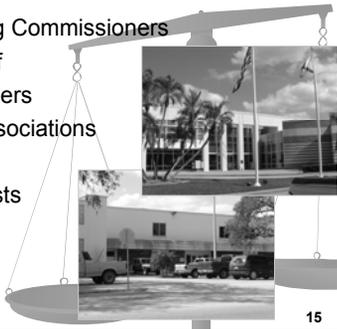
- Community Values
  - Sense of Place
  - Aesthetics
  - Quality of Life
- Community Perceptions
  - Rate of Growth
  - Planning Practices
  - Transportation Needs
- Geographic Assessment
  - Community boundaries
  - Community focal points



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## Who do we need to talk to?

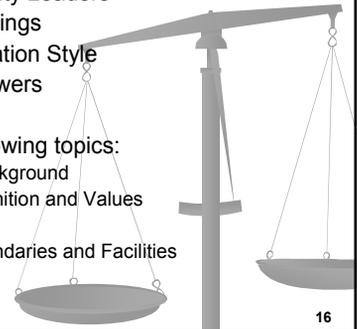
- Elected Officials
- Planning & Zoning Commissioners
- County / City Staff
- CAC / TAC Members
- Neighborhood Associations
- Minority Interests
- Agriculture Interests



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## One-on-One Interviews

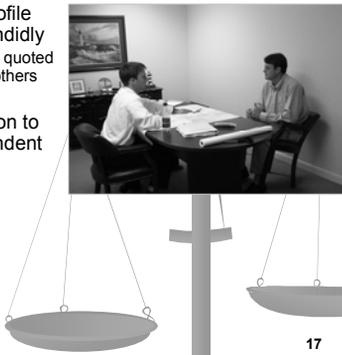
- 17 Key Community Leaders
  - 1 to 2-Hour Meetings
  - Casual Conversation Style
  - Confidential Answers
- 
- Covered the following topics:
    - Respondent Background
    - Community Definition and Values
    - SCE Issues
    - Community Boundaries and Facilities



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## Why One-on-One Interviews

- Encouraged high-profile leaders to speak candidly
  - Without fear of being quoted directly or heard by others
  - On their own turf
- Allowed customization to knowledge of respondent
  - Background
  - Past experiences
  - Current position
- Increased ability to schedule meetings



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## Why Focus Groups?

- Originally a Community Meeting Task
- Focus Groups Improved Control Over:
  - Discussion Topics
  - Quality of Discussion
  - Participation Rate
  - Representation of Community
  - Project Resources
- Promoted Exchange and Expansion of Ideas
  - Highlighted points of consensus and contrast
  - Encouraged creativity and problem solving



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## Focus Groups

- 2 Focus Groups
- 23 Neighborhood Representatives
- 2-Hour Meetings
- Structured Discussion Style
- Covered the following topics:
  - Participants' Background
  - Community Definition and Values
  - SCE Issues
  - Community Boundaries and Facilities
  - Existing Transportation Problems
  - Recommended Solutions

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## Community Input Findings

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## Community Values

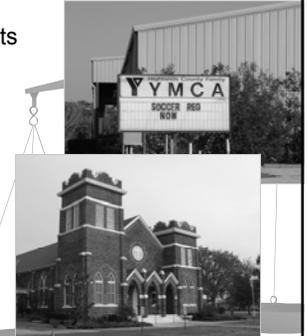
- Definition of Community
  - Social Circles
  - Lifestyle Characteristics
  - Lakefront Communities
  - Mobile-home Parks
  - Golf Communities
- Important Values
  - Religion
  - Family / Friends
  - Small-Town Charm
  - Arts & Culture
  - Recreation
  - Absence of Traffic / Crime



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## Community Values

- Community Focal Points
  - Churches
  - Lakes
  - Parks
  - YMCA
  - Sports Complexes
  - Community Centers
  - Restaurants
  - Lakeshore Mall
  - Wal-Mart



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## Social Issues

- Strengths
  - Low Crime
  - Good Education
  - Relatively Diverse Demographics
  - Representative Leadership
- Weakness
  - Limited Arts and Culture
  - Some Want to Close the Door to Prevent Additional Growth
- Attitudes
  - Need more humanities
  - Growth may diminish quality of life



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## Economic Issues

- Strengths
  - Flourishing Real-Estate Market
  - Increasing Service Sector Jobs
  - Established Agriculture Industry
- Weakness
  - Lack of Other Industries
  - Small Labor Force
- Attitudes
  - Expect growth, but want it slow and controlled
  - Need to diversify economy to keep children around
  - Need to protect historic ties to agriculture



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## Land Use Issues

- Strengths
  - New Development
  - Upper-End Housing Options
- Weaknesses
  - Environmental Pollution by Septic Tanks
  - Lack of Sewer and Utilities Infrastructure
- Attitudes
  - Squeezing out low & moderate income housing
  - Need to think more about transportation issues in land use planning
  - Need greater investment in municipal sewer system



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## Mobility Issues

- Strengths
  - Relatively easy to get around
  - Close Proximity to State Commercial & Recreational Centers
- Weakness
  - US 27
    - Congestion
    - Safety
    - Trucks
    - Elderly Drivers
  - Transportation Disadvantaged
  - Lack of Air / Rail Travel Alternatives



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## Mobility Issues



## Mobility Issues

- Identified Solutions on US 27
  - Designated Truck Lanes
  - Consider Service Lanes for Local Traffic
  - Prohibit Left Turns Except by Signal
  - Keep Speed Limit Consistent
  - Enforce Traffic Rules
  - Require Additional Testing for Elderly
  - Lack of Support for Additional Widening
- Other Mobility Needs
  - Need North/South Bypass
  - Widen State Route 70 and US 98
  - Toll Connector to Florida Turnpike
  - Widen Local Streets as Identified
  - Improve Intersections Alignments as Identified
  - Improve Air Travel Options

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## Aesthetic Issues

- Strengths
  - Natural Environment
  - Downtown Sebring
  - Downtown Lake Placid
  - Highlands Hammock State Park
- Weaknesses
  - Urban Blight Along US 27
  - Downtown Avon Park
- Attitudes
  - Be more proactive in creating beautiful communities
  - Improve the feel of US 27
  - Help Avon Park recover
  - Protect the natural environment



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## What we have done so far...

- Created initial community boundaries with quantitative data
- Conducted initial community input by reviewing the initial community boundaries with the FDOT, the TAC and the CAC
- Expanded community input process (qualitative data)
  - Key Community leader interviews
  - Focus groups

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## What is Next?

- Develop final community boundaries
- Develop community profiles
- Upload SCE data to EST
- Identify specific projects
- Repeat / Continue SCE Process
  - Identify Communities
  - SCE Data Collection
  - Evaluation

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## Lessons Learned

- Ensure Identification of True Issues
  - Take the time to do it right
  - Be willing to adapt to the unique circumstances of the county
- Powerful Community Leaders Can Ensure Success
  - Elected Officials were instrumental in conveying importance of project to other leaders
  - County Commissioners helped acquire focus group facilities and participant contacts
  - President of Highlands County HOA helped recruit focus group participants

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## Lessons Learned

- Valued Participants Lead to Future Success
  - Make participation enjoyable
  - Get to know participants as people, make them feel comfortable with process
  - Make participants feel important
  - Call on them later when conducting future exercise
- Objectivity Produces Best Results
  - Do not lead respondents during questioning
  - Analyze responses without agenda or bias

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# BRIDGE OF LIONS

REHABILITATION PROJECT



BRIDGE OF LIONS REHABILITATION PROJECT





## HISTORIC OVERVIEW



- St. Augustine is the oldest continuous European settlement in North America






- 1895 - A wooden toll bridge served as access to Anastasia Island
- 1927 - The present Bridge of Lions opened connecting St. Augustine with Anastasia Island



BRIDGE OF LIONS REHABILITATION PROJECT



## HISTORIC OVERVIEW



- 1970's - Over \$2.2 million spent on mechanical and structural repairs
- 1980's - Landscape renovation of park and approaches




- 1982 - Bridge of Lions listed on the National Register of Historic Places

BRIDGE OF LIONS REHABILITATION PROJECT





## COORDINATION MEETING CHRONOLOGY



**PUBLIC MEETINGS / HEARINGS**

- May 23, 1991
- June 29, 1992
- July 29, 1993
- July 28, 1994
- March 6, 1995
- June 10, 1996
- June 7, 1999
- March 13, 2002
- March 14, 2002
- June 26, 2003
- June 27, 2003

BRIDGE OF LIONS REHABILITATION PROJECT





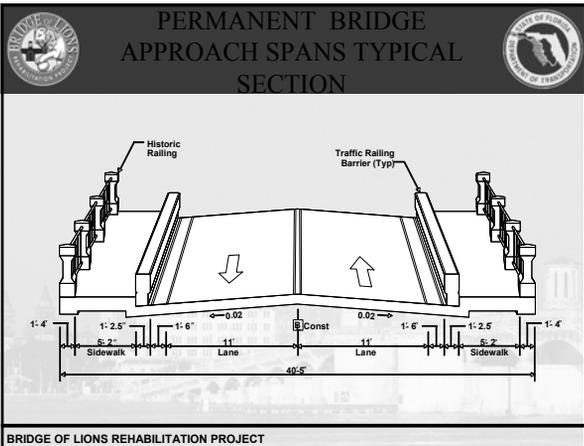
## SCOPE OF REHABILITATION



- Remove and replace all approach piers and associated foundations with piers designed for current scour and ship impact requirements
- Remove and replace abutments and associated foundations
- Rehabilitate bascule piers including all concrete surfaces, observation towers, and bearing seats
- Strengthen existing bascule pier foundation to increase load capacity and accommodate current scour and ship impact requirements
- Replace the superstructure and widen the travel lanes from 10 feet to 11 feet



BRIDGE OF LIONS REHABILITATION PROJECT





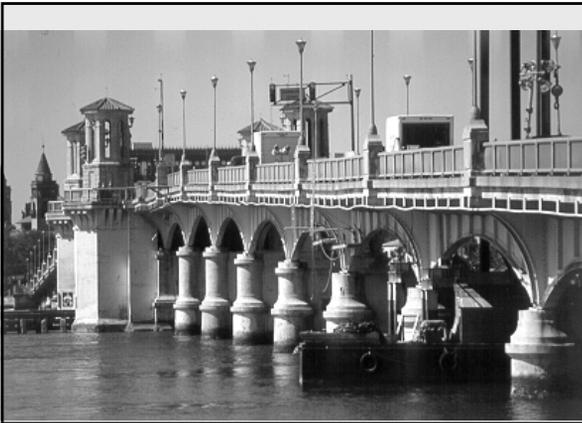
## SCOPE OF REHABILITATION



- Remove, rehabilitate, and re-use approach span arched steel plate girders
- Remove and replace existing bascule span steel framing and deck
- Replace existing handrails, light poles, and light fixtures with elements similar to the original elements from 1927
- Replace the bascule machinery and all electrical components and wiring that operates the moveable span
- Provide a safety barrier between the edge of the travel lanes and sidewalk



BRIDGE OF LIONS REHABILITATION PROJECT



BRIDGE OF LIONS REHABILITATION PROJECT



BRIDGE OF LIONS REHABILITATION PROJECT



## ARCHITECTURAL DESIGN DETAILS



Light Pole with Small Base

Light Pole with Large Base

BRIDGE OF LIONS REHABILITATION PROJECT



## SCOPE OF REHABILITATION



- Replace the fender system and add dolphins behind each fender to provide improved resistance to ship impacts
- Re-align the eastern approach roadway to provide a safer alignment for vehicular traffic
- Construct a Temporary Bridge to carry vehicular and pedestrian traffic between Downtown City of St. Augustine and Anastasia Island during construction
- Restore park approaches; create new gateway park on east approach; and enhance overall urban design




BRIDGE OF LIONS REHABILITATION PROJECT

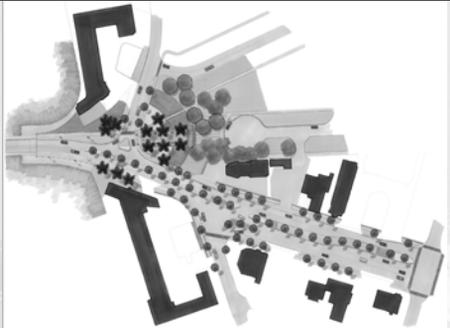


BRIDGE OF LIONS REHABILITATION PROJECT



## LANDSCAPE AND URBAN DESIGN EAST APPROACH





BRIDGE OF LIONS REHABILITATION PROJECT



## Integrating Cultural Resources



### Into SCE Evaluation

## Who are Cultural Resource Managers ?

- Anthropologists, Archaeologists, Historians, Preservation Planners, Architectural Historians
- Trained to study human communities through time
- We do this through an analysis of culture

## What is Culture?

- Accounts for the huge variety in community values and organization
- Learned behavior (customs and habits)
- Affected by history, place, environment
- Community perceives itself differently than others see it (insider/outsider)
- Culture = people and community; past and present



## Why Include Cultural Resources?

- **Historic Perspective**
  - Integrated way to look at community
  - Understand elements not immediately apparent
  - Modern snapshot may not tell the whole tale
- **Proven Technique**
  - Cultural resources studies collect useful SCE data
  - Cultural resource committee
  - Developed effective Native American consultation
- **Experience**
  - 20 years of Section 106 yields proven strategies
  - Identify community issues
  - Successful resolution of effects



## Cultural Resources: an Integral Aspect of Livable Communities

- Important to residents as elements of the "good life"
- Inclusion in transportation plans enhances the quality of life
- Historical development defines community
- A community's past often "lost" to development and no longer visible



## Ways to Uncover Community Issues Related to Its Past

- Research and surveys to identify archaeological sites and historic resources
- Familiarity with local preservation advocates
- Public meetings to reveal traditional focal points and long-term resident informants
- Informal conversation with residents: door to door fieldwork
- Good entry into identifying issues: non-threatening



## Section 106 of the National Historic Preservation Act

- Requires consultation with all affected parties
- NRHP eligibility assessments



## Identifying Issues in Historic Communities

- Historical development
- Social foundation of community
- Important community features
- Community values
- Cohesion
- Sense of place



## Community Perspective Often Differs from Outside Expectations



## Fantasy Architecture



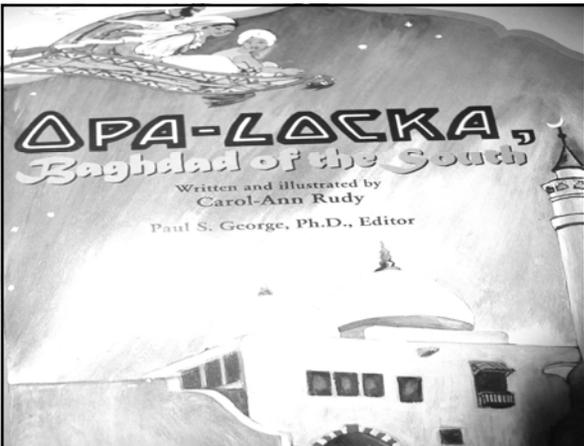
*Moorish Revival inspired by 1924 Thief of Baghdad*

*Developed in 1920s by Glenn Curtiss*





## Talking with the Community





## Cultural Resource Committee

- Best practices
- Community sensitive design
- Resolving effects for two historic communities:
  - Orlando I-4 project/Holden-Parramore
  - Tampa Interstate Study/Ybor City



## Holden-Parramore Neighborhood

- Historically black neighborhood in Orlando during first half of 20<sup>th</sup> Century
- Remains African-American



## Holden-Parramore Neighborhood

- Construction of E-W Expressway and I-4
- Demolition and deterioration of historic resources
- Disrupted physical cohesiveness



## Cultural Resource Assessment

- Initially documented resources and proposed an overall historic district



## Cultural Resources Committee (CRC)



Participants:  
 FDOT, FHWA, SHPO, City of Orlando, Orange Co. Historical Museum, Carter Street Neighborhood Assoc., College Park Neighborhood Assoc., Orlando Housing Authority, Downtown Development Board, Griffin Park Residential Assoc., Holden Heights Neighborhood Assoc., Orlando-Orange Co. Expressway Authority, Lake Cherokee Neighborhood Assoc., Preserve Eatonville, Orange Co. Regional History Center, Arlington Heights/Concord Neighborhood Assoc.

## Neighborhood Concerns



- Loss of neighborhood cohesion
- Local churches
- Demolition of commercial corridor versus rehabilitation

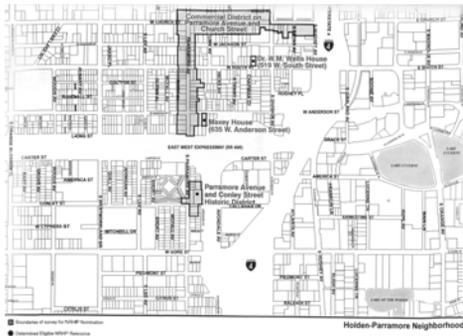


## Resolution

- Commercial District established as part of MPS, which could encourage rehabilitation of commercial resources through financial incentives



## Holden-Parramore MPS

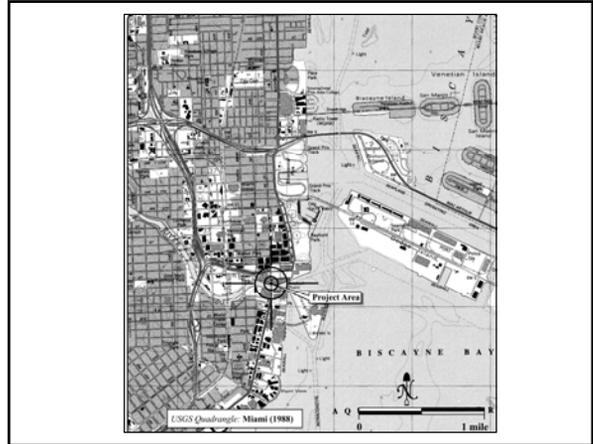


## Tampa Interstate Study



# Brickell Avenue Bridge Widening

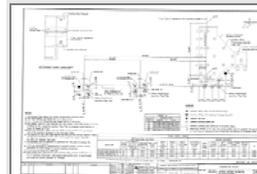
Native American  
Consultation



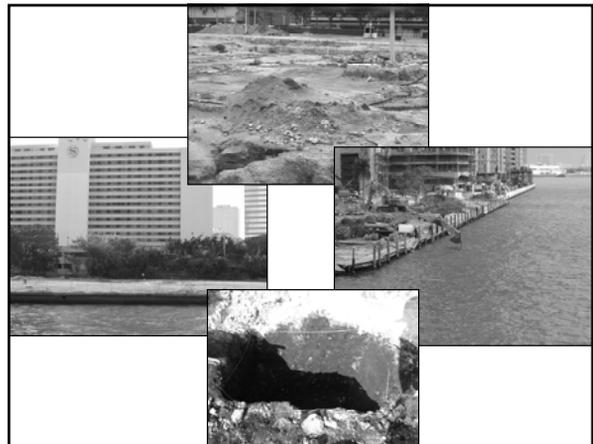
## Project Area



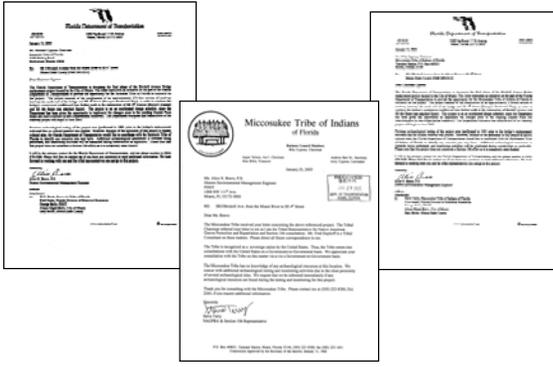
## Project Description



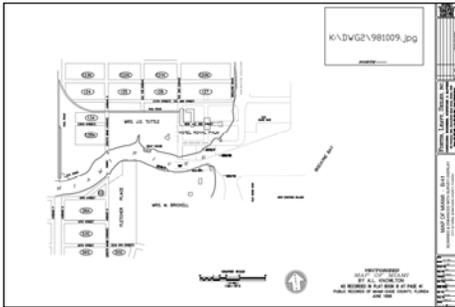
## Native American Cultural Sites



# Native American Consultation



# 1896-1998 Overlay



# 1929 Brickell Avenue Bridge



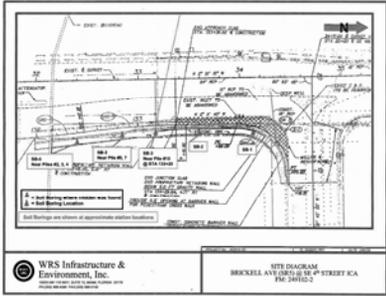
# 1932 Aerial



# Environmental Impact Assessment

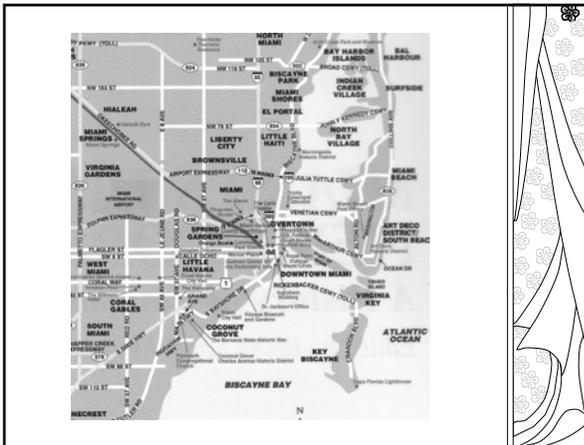


# Locations of Soil Borings



# Overtown

*"An Unfortunate Woman"*



## Builders of Miami

- ❖ One of Miami's original settlements
- ❖ Named "Colored Town" in 1890s
- ❖ Only area where black residents could purchase land



## Builders of Miami

- ❖ Craftsman and labor for tourism industry
- ❖ Home of black workers who built and serviced the railroad, streets, and hotels of Miami
- ❖ Original settlers from Bahamas and southern states
- ❖ Over time, immigrants from Cuba, Haiti, Jamaica, Trinidad, Tobago

## “The Great Black Way”

- ❖ Vibrant community despite Jim Crow laws
- ❖ By 1904: numerous businesses, newspaper, public school, cemeteries, and churches
- ❖ Shopping, entertainment and business center of African-American community



## “Harlem of the South”

- ❖ Retreat for Thurgood Marshall, Dr. Mary McCleod Bethune (president of Bethune College and National Council of Negro Women), W.E. DuBois
- ❖ Entertainers: Nat King Cole, Lena Horne, Billie Holiday, Louis Armstrong, Bo Diddley, Aretha Franklin (1920s-40s)



## Urban Decline

- Urban renewal, desegregation, construction of freeways
- Destroyed the business district
- Disrupted community cohesion



## Loss of Community Cohesion

- Freeways bisected the community
- I-95 and I-395 covered 20 square blocks (1960s)
- Metrorail (1980s)



## Loss of Community Cohesion

- ❖ Community changed and experienced economic and social decline
- ❖ The past became “lost” and no longer readily visible to non-community members
- ❖ Population declined from 40,000 (1960s) to 10,000
- ❖ 1960-1970: lost 51% population and 33% businesses
- ❖ 55% of Overtown in poverty (2000 census)

“Urban renewal came in and took the land my grandmother left me...” Ann Marie Adkin

## Evidence of a Once Vibrant Community



## Redefining Community Through Historic Places



## Community Revitalization

- Overtown Collaborative
- Historic Churches and Congregations
- Overtown Advisory Board
- Black Archives
- Overtown Folklife Village



## Redevelopment Vision

**Overtown to get hotel, condos**

**OVERTOWN REDEVELOPMENT AREA DESIGN CHARRETTE**  
The Citizen's Vision

## Reclaiming A Sense of Place OVERTOWN



Photograph by Michael Wray



Photographs by Susan Randall

Courtesy of Trust for Public Land

## Overview of I-95 Ramps Project



## Purpose

- ❖ Provide access from the Port of Miami to SR 836 via I-95/I-395
- ❖ Relieve traffic congestion in the Downtown Miami Business District
- ❖ Provide alternate route for trucks
- ❖ Restore more direct access for Overtown Community
- ❖ Port of Miami and FDOT PD&E study

## Current Port Access

Port uses I-395, NE 1st & 2nd Ave & Biscayne Blvd

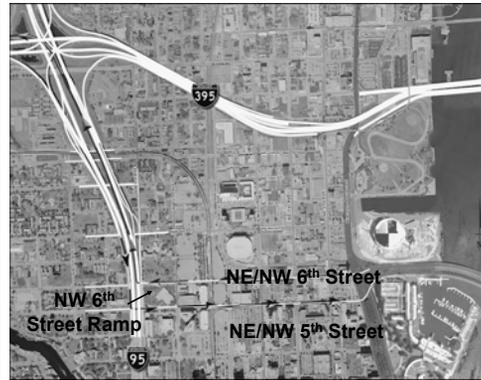


## FDOT/Port Proposed Project

Use NE/NW 5<sup>th</sup> and 6<sup>th</sup> Streets and Build Ramp to westbound SR836



## NW 6<sup>th</sup> Street Ramp Alternative



## NW 8<sup>th</sup> Street Ramp Alternative



## Public Involvement

- Began in June 2002
- Used community liaison
- Over 50 individual, small group meetings
- Overtown Advisory Board Transportation Subcommittee formed



## Stakeholders

- ❖ **Government**
  - City of Miami and City Commissioners; City Police and Fire Departments; Miami-Dade Community College and Public Schools; City of Miami Community Redevelopment Agency; U.S. District Court
- ❖ **Business and Trade Organizations**
  - Overtown International Longshoreman; Florida Stevedoring; Overtown Merchants Association
- ❖ **Civic Groups and Non-Profits**
  - Overtown Empowerment Zone; Overtown Advisory Board; Overtown Civic Partnership; YWCA; Black Archives
- ❖ **Homeowners**
  - Poinciana Village Condo Association
- ❖ **Historic Churches**
  - Central Baptist Church; Bethel AME Church; Mt. Zion Baptist Church

## Potential Community Enhancements

- Visual barrier walls along I-95
- Landscaping
- Poinciana Village additional access
- Overtown Greenway features
- Mt. Zion Church parking & A/C



## A “Done Deal”

- ❖ Fast-track project
- ❖ Location of truck ramp @ NW 8 St.
- ❖ Funded by FDOT for Port of Miami
- ❖ Community support per Miami City Commissioner Teele
- ❖ “Fight DOT tooth and nail...”
- ❖ “Sounds like a class action lawsuit to me.”

## Poinciana Village

- ❖ Increased truck traffic
- ❖ Noise and air pollution
- ❖ Pedestrian concerns



## Historic Mt. Zion Church

- Hook ramp
- Physical impacts to Church
- Vibration concern
- Adequacy of parking
- Increased traffic

## NRHP–Listed Mt. Zion Baptist Church



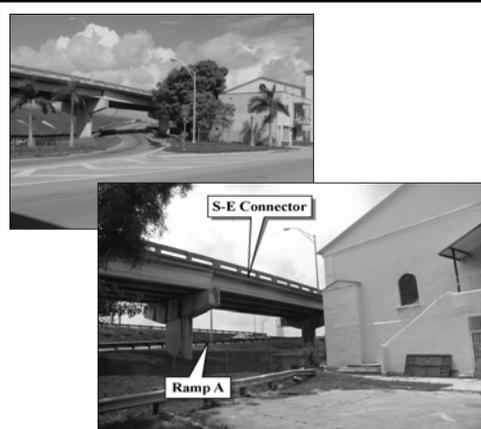
## Section 106

- Required assessment of historic Church
- Analysis of impacts to Church
- Required Public Involvement
- Uncovered attitudes towards FDOT projects
- SHPO No Adverse Effect

## NRHP-Listed Mt. Zion Baptist Church



## HOOK RAMP DETAIL



## Defining Community through Cultural Resources

- ❖ Cultural resources provided:
  - Historic perspective
  - Sense of place
  - Way to understand community elements and attitudes
  - Avenue for discussion of other concerns
- ❖ Discussion of possible impacts to church revealed attitudes towards FDOT and the project

## Listening to the Community

- Changed location of truck ramp from NW 8<sup>th</sup> Street to NW 6<sup>th</sup> Street
- Safety and noise concerns due to increased truck traffic
- Many opposition letters received
- Public Workshop in July 2003
- "Environmental Justice" letter to Secretary Abreu (10/03)
- MPO terminated project (12/03)

## Lessons Learned

- Recognize “Sins of the Past”
- Fallacy of unified perspective
- Role of Community Liaison misinterpreted
- Make genuine effort to build trust
- Cultural Resources/Section 106 is vital to identify community issues and attitudes

## Roots in the City



## Overtown Greenways



**Overtown  
Pedestrian Mall**