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Summary Report

Context Sensitive Solutions Technical Assistance: Idaho Transportation Department

November 16 – 18, 2016

FHWA Task Order 6501-15053

Expanding the CSS/Livability Message and Targeted Technical Assistance

June 2017

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16. Abstract

Staff at the Idaho Transportation Department (ITD) and the Federal Highway Administration (FHWA) Idaho Division requested TA support with developing a Context Sensitive Solutions (CSS) and practical design checklist that can be used throughout the state and that works in tandem with ITD's project charter. The project charter is a running project report meant to serve as a link between planning, design, and construction. The checklist would be used to help ITD staff incorporate CSS processes and principles into the project charter, practical solutions guide, and other relevant project delivery processes.

This report documents the TA workshop that was held to assist ITD in meeting its objectives described above. The report provides the workshop's background and purpose; key takeaways; agenda; list of attendees; a summary of all presentations and discussions; and the outcomes and recommendations. Workshop handouts and discussion notes are provided in an appendix to the report.

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Context Sensitive Solutions, CSS, Idaho Transportation Department, Project Delivery, Community Engagement, Stakeholder Involvement, Public Involvement	**No restrictions**

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Background

The Idaho Transportation Department's (ITD) commitment to implementing Context Sensitive Solutions (CSS) is evidenced by its development of two reference documents to guide the application of these principles. The documents are the *ITD Context Sensitive Solutions Guide* and the *ITD Practical Solutions for Highway Design* guide. ITD is in the process of updating its manuals and reference documents and sees an opportunity to leverage the Federal Highway Administration's (FHWA) CSS technical assistance (TA) program in this effort. The intended outcome will be to refine existing practices to better support flexibility in design, promote implementation of sustainable transportation policies, and effectively utilize CSS in developing data-driven practical solutions to project programming. With the amount of turnover experienced and anticipated due to an aging workforce, in addition to the realignment in ITD's program delivery structure, many current design staff have little to no training on CSS principles and protocols.

Purpose of the Technical Assistance

FHWA is sponsoring a CSS TA program to support states in applying CSS to challenges they face in the transportation sector. FHWA is also inviting states that have completed a CSS process to join a virtual peer exchange where they can share information and lessons learned. Each state and state agency faces unique issues, but the results and key findings of these CSS efforts can offer valuable insight to other states.

Staff at ITD and the FHWA Idaho Division requested TA support with developing a CSS and practical design checklist that can be used throughout the state and that works in tandem with ITD's project charter. The project charter is a running project report meant to serve as a link between planning, design, and construction. The checklist would be used to help ITD staff incorporate CSS processes and principles into the project charter, practical solutions guide, and other relevant project delivery processes by doing the following:

- Reviewing the use of CSS and practical solutions at ITD, including its relationship with the charter process.
- Providing an overview of CSS practices from the federal perspective, as well as sharing examples of CSS implementation examples from across the country.
- Sharing case studies of projects representing varied contexts in Idaho, including rural projects. Listening to and understanding both ITD and stakeholder perspectives on each of these case study projects.
- Building consensus regarding the key focus areas that need to be considered for better integrating CSS and the principles of practical solutions into the charter decision-making process.
- Using up to two separate project examples to develop key questions for each key focus area, reflecting what is important for ITD to understand to properly scope projects for practical solutions applications.
- Reviewing questions developed through the test project examples, to identify the most important questions that could be used to develop a practical solutions/design checklist.
- Discussing how the checklist can be incorporated into the charter process.

- Identifying action items for follow up implementation.

Key Takeaways

Through facilitation exercises, participants at the workshop came up with key focus areas to be considered for better integrating CSS and practical solutions principles into ITD's decision-making process. The focus areas that emerged were:

- Lessons learned;
- Community engagement;
- Stakeholder involvement;
- Project understanding;
- Outreach strategies;
- Outreach tools;
- User accommodation; and
- Vision.

Participants then developed and refined questions relevant to each focus area, for the ultimate purpose of developing a practical solutions/design checklist.

After the workshop, the questions were updated and specific recommendations were provided to ITD regarding which questions should be asked at which stages of the project delivery process. These recommendations are provided in further detail later in this report.

In conjunction with the recommendations, ITD's Planning Services Section created a list of action items for themselves detailing how ITD's existing guides, manuals, and processes will be altered to enhance CSS and public involvement outreach efforts. These action items were:

- Include or modify ITD's project charter with CSS/public involvement references;
- Update the *Project Charter Guidebook* with CSS/public involvement component;
- Make the Project Management Academy accessible and more user friendly;
- Develop a community engagement document;
- Publicize available public involvement tools;
- Develop a stakeholder identification list;
- Consolidate CSS/public involvement plans and documents; and
- Use IPLAN as an information site.

Meeting Agenda

The meeting was entitled "Integrating CSS and Practical Solutions into the ITD Decision-making Processes," and was held on November 16, 17, and 18, 2016. Attendance was mandatory for ITD staff.

DAY 1

1pm to 5pm

1:00 pm	**Welcome and Introductions**
1:45 pm	**FHWA's CSS Initiatives** *Presenter - Keith Moore, FHWA*
2:15 pm	**National Overview of CSS Practice**

3:00 pm	Break
3:15 pm	**CSS and Practical Solutions Overview** *Presenter - Sonna Lynn Fernandez, ITD*
3:45 pm	**Case Study 1** - Cheyenne Overpass *Presenters - Deirdre Castillo, Pocatello City*
4:20 pm	**Case Study 2** - SH-33, Main Street Improvements, and Driggs/SH-33, Victor Main Street Improvements *Presenter - Ben Burke, ITD District 6*
4:55 pm	**Wrap Up and Homework Assignment**

Day 2

8:00 am to 5:00 pm

8:00 am	**Case Study 3** - Broadway Bridge, Boise/Chinden Blvd, Garden City *Presenters - Mark Campbell (Broadway Bridge) and Juan Balderas (Chinden Blvd)*
8:35 am	Coffee Break
8:50 am	**Participatory Work Session** - Identification of Practical Solutions/Design Key Focus Areas
10:00 am	Break
10:15 am	**Overview of the Charter Process** *Presenter - Rod Reed, ITD Planning Services*
10:35 am	**Overview of Test Case #1** - 400 S Rd in Jerome County north of Twin Falls *Presenter - Steve Tonks, ITD District 4*
10:55 am	**Participatory Work Session** - Identify questions for all key focus areas for the test case project example
Noonish	Lunch Break *Lunch will be provided by the Department. The meal reimbursement will not be claimed again by any public employee and attendance is mandatory.* **Walk Bike Idaho Presentation** *Presenter - Cynthia Gibson, Idaho Walk Bike Alliance*
1pm	**Reports** - ITD and Stakeholder Groups report out their best questions for each focus area.
2pm	**Overview of Test Case # 2** - SMA-7905, Ramsey Road, Wyoming to Lancaster *Presenter - Glenn Miles, Kootenai Metropolitan Planning Organization*
2:20pm	Break
2:35 pm	**Participatory Work Session** - Validate the initial set of questions with test case 2.
3:30 pm	**Groups Report Out**
4:15 pm	**Wrap Up and Homework**

DAY 3*

***Note: As detailed in the Meeting Summary section below, the activities for the third day differed from the planned agenda, due to the outcomes of the second day.**

8:30 am to noon

8:30 am	**Practical Solutions/Design Checklist Key Criteria** - Facilitated discussion to identify key criteria to inform the development of the practical solutions/design checklist.
9:30 am	Break
9:45 am	**Participatory Work Session** - Participants will vet the focus area questions with the key criteria.
10:15 am	**Groups Report Out**
11:00 am	**Debrief Discussion** • Next steps? • Possible action items? • Who's responsible? • What can **you** do to make this happen?

Meeting Attendees

Invitations for the workshop purposely went to both ITD staff and stakeholders. Having both groups in the room allowed each to share their perspective and served to facilitate a dialogue between the two.

First Name	Last Name	Organization
Ryan	Cutler	Ada County Highway District
Rob	Howarth	Central District Health
Deirdre	Castillo	City of Pocatello
Ryan	Luttmann	City of Sandpoint
Tom	Laws	COMPASS
Leigh	Lane	CSS Support SME (Louis Berger)
Gary	Toth	CSS Support SME (Project for Public Spaces)
Oana	Leahu-Aluas	CSS Support Specialist (Cadmus)
Lisa	Applebee	FHWA Idaho Division
Jason	Giard	FHWA Idaho Division
Brent	Inghram	FHWA Idaho Division
John	Perry	FHWA Idaho Division
Lori	Porreca	FHWA Idaho Division
R. Keith	Moore	FHWA Resource Center
Deanna	Smith	Idaho Smart Growth
Wade	Allen	Idaho Transportation Department
Juan	Balderas	Idaho Transportation Department
Aaron	Bauges	Idaho Transportation Department
Bryon	Breen	Idaho Transportation Department

First Name	Last Name	Organization
Benjamin	Burke	Idaho Transportation Department
Mark	Campbell	Idaho Transportation Department
Roger	Edwards	Idaho Transportation Department
Marvin	Fenn	Idaho Transportation Department
Sonna Lynn	Fernandez	Idaho Transportation Department
Randy	Gill	Idaho Transportation Department
Jennifer	Gonzalez	Idaho Transportation Department
Melodie	Halstead	Idaho Transportation Department
Dan	Harelson	Idaho Transportation Department
Ryan	Hawkins	Idaho Transportation Department
Shawna	King	Idaho Transportation Department
Corey	Krantz	Idaho Transportation Department
Amanda	LaMott	Idaho Transportation Department
Scott	Malone	Idaho Transportation Department
Ted	Mason	Idaho Transportation Department
James	Orner	Idaho Transportation Department
John	Perfect	Idaho Transportation Department
Justin	Price	Idaho Transportation Department
Rod	Reed	Idaho Transportation Department
William	Roberson	Idaho Transportation Department
Mark	Snyder	Idaho Transportation Department
Scot	Stacey	Idaho Transportation Department
Steven	Tonks	Idaho Transportation Department
Justin	Wuest	Idaho Transportation Department
Cynthia	Gibson	Idaho Walk Bike Alliance
Glenn F.	Miles	Kootenai Metropolitan Planning Organization
Karissa	Hardy	Local Highway Technical Assistance Council
Julia	Oxarango-Ingram	Southern Idaho Rural Development
Richard	Thompson	Transportation Department, Shoshone-Bannock Tribes

Meeting Summary

Day One

Ted Mason, ITD, kicked off the workshop by providing background on why Idaho responded to the initial request from FHWA soliciting interest in CSS technical assistance. He noted that ITD is in the process of rewriting several manuals and is looking to develop a checklist to help the department be more mindful of CSS principles. Attendees introduced themselves and explained what they hoped to gain from the workshop. Responses from the attendees revealed that:

- Stakeholders are asking ITD for these types of strategies.
- ITD is looking for more effective ways of outreach.

- ITD has been doing CSS informally, but perhaps without explicitly calling it that.
- Communities and ITD need to have a better understanding of how to work together.
- ITD's constituents could benefit from more structure and documentation of projects.

After the welcome and introductions, there was a series of presentations to provide context and lay the foundation for the rest of the workshop. First, Keith Moore, FHWA, provided an overview of FHWA's CSS initiatives, including its resources available to states. He explained each section of the newly developed CSS brochure, which documents a timeline of CSS activities, the interdisciplinary nature of CSS, and its benefits, both to agencies and stakeholders. He noted that the brochure is a tool for explaining "what we do and why we do it."

A national overview of CSS practice, including examples of what other states are doing was provided. Key items mentioned during the presentation included:

- In Idaho, much of the CSS work tends to happen on an individual basis. The workshop is an opportunity to share experiences with each other.
- The Colorado Department of Transportation (DOT) recently compiled a guide, *Colorado Downtown Streets: A Tool for Communities, Planners, and Engineers*, because it was constantly having to work with communities one at a time. The guide laid out design metrics that were helpful for both the DOT and communities.
- Staff from Indiana DOT documented how much time they saved using CSS principles without compromising safety and livability.
- The New Jersey DOT and Pennsylvania DOT together developed a smart transportation guidebook which laid out what the DOTs were able to accomplish, what they were not able to accomplish, and what their communities were responsible for.
- Using the term rightsizing instead of road diet can help diffuse animosity.
- Level of success cannot always be measured by level of service; success depends on which metrics are used.
- There is a big misconception that it is necessary to have level of service D to be eligible for FHWA funding.
- In working with communities, it is necessary to be upfront about the fact that that engineers cannot do everything by themselves.

Sonna Lynn Fernandez, ITD, provided an overview of CSS and practical solutions at ITD. She presented a timeline of the major milestones related to CSS and other related policies. She explained that ITD emerged as a leader in CSS in the 2000s, and that Idaho has seven case studies featured on Contextsensitivesolutions.org. She highlighted the CSS process and specific CSS outreach activities used for the case studies. Sonna mentioned the Public Outreach Planner (POP), a tool for analyzing and quantifying public outreach needs, and how it can be used for stakeholder engagement and public involvement.

The next two presentations were case studies of how CSS strategies were used in Idaho on specific projects. Deirdre Castillo, City of Pocatello, provided an overview of the South Valley Connector project. Ben Burke, ITD, presented two projects: Driggs Main Street and Victor Main Street.

Deirdre explained the history and construction of the South Valley Connector project, including its environmental assessment, challenges experienced throughout the project, and how public input was sought. The project won five awards from multiple transportation associations and was one of the biggest in Pocatello.

Ben presented the details of two main street reconstruction projects. He shared his experience working with local businesses in both cases, and how the team worked to be responsive to the needs and feedback of those local businesses. He also detailed the challenges associated with not having explicit guidance on what the cities wanted, and how this ambiguity affected the management of costs and expectations. One lesson learned from these projects was that the city should ideally take on a large share of communication with individual community members.

The set of questions given to participants at the end of the first day as a homework assignment can be found in the Appendix of this document.

Day Two

The second day began with the third case study, which comprised two projects.

Juan Balderas, ITD, presented US 20/26 (Chinden Boulevard). He explained the outreach conducted as part of the project process, and how the project team navigated the environmental considerations and stakeholder interests associated with the project.

Mark Campbell, ITD, presented the Broadway Avenue Bridge Replacement project. He explained that the team began with clarifying the scope of the project – what to address, and what not to address. The project team held several workshops in order to introduce the community to the project and explain what would be replaced and why. Doing this outreach was particularly important due to the location and visibility of the bridge. It helped ensure that no one was surprised once work began. The team received input and evaluated it to determine whether it met the purpose and need of the project, as well as whether it was constructible. Mark noted that while a higher than average portion of the budget was dedicated to outreach, it was worthwhile because there were very few calls once the bridge closure began, and now he can serve as a more valuable asset to ITD based on his experience.

After the case study presentations concluded, a synthesis of the responses received from the homework assignment was provided. In the responses to the question about key considerations important to guiding the development of a practical solutions/design checklist, several themes emerged. Many of the responses were related to community involvement. Others included conveying budget realities early, design exceptions, defining multimodal considerations, conveying expectations, validating input, and identifying minimum design standards acceptable to the community.

The following session was a facilitated brainstorming exercise . Participants worked in groups to submit responses to the following focus question:

> Given what you have heard so far and your understanding of the role and importance of the practical solutions philosophy, what are the most important topics or considerations which need to be covered by a practical solutions/design checklist to be used statewide for planning and designing transportation infrastructure improvements?

The participants submitted their ideas and then worked collectively to gather similar ideas together into clusters. They then worked together to develop overarching category names for each cluster. The category names represented the key focus areas to be considered for better integrating CSS and practical solutions principles into ITD's decision-making process, as developed by the group. The focus areas that emerged were:

- Lessons learned;
- Community engagement;
- Stakeholder involvement;

- Project understanding;
- Outreach strategies;
- Outreach tools;
- User accommodation; and
- Vision.

Rod Reed, ITD, then presented on ITD's charter process. He provided a high-level overview of project management in general, and then discussed ITD's project management model. He then explained how ITD's project charters are used, and emphasized that they are living documents.

Cynthia Gibson, Idaho Walk Bike Alliance, then provided a presentation on the work of her organization. She presented the perspective of vulnerable roadway users, and highlighted the fact that communities and DOTs often have their own jargon, making communication among them challenging.

Steve Tonks, ITD, then presented on a project in progress along US-93 and 400 S Road in Jerome County, north of Twin Falls. This project served as the first test case of the workshop. The purpose of the test cases was for participants to practice applying the focus areas, listed above, to a real project example, and develop and vet questions for consideration related to each focus area with a real project in mind, for the ultimate purpose of developing a practical solutions/design checklist.

Steve provided the details and challenges of the project before revealing the proposed solution. Afterwards, stakeholders and ITD worked in separate groups to develop relevant questions under each of the focus areas developed earlier in the day, keeping in mind the principles of CSS and practical solutions decision-making used in the test case.

Glenn Miles, Kootenai Metropolitan Planning Organization, presented the second test case of the Ramsey Road Extension from Wyoming Avenue to Lancaster Road. He provided the purpose and need of the project and detailed the stakeholder and public meetings that had occurred thus far.

After the two test cases were presented, participants were divided into new groups – this time, with the requirement that each group had to include both ITD staff and stakeholder representatives. The groups reviewed the questions developed earlier separately by ITD and stakeholders and worked to pull out the most relevant questions, and combine questions as needed.

At the end of the day, participants were provided with a set of questions related to ITD's practical design guide as their homework assignment. These questions can be found in the Appendix.

Day Three

Based on the results of the previous day, the facilitator adjusted the planned agenda for the third day to accommodate some needed discussion. The original plan was to have the participants develop key criteria for vetting the questions developed the previous day. Instead, the day began with a group discussion about the previous day's homework. The takeaways that emerged from this discussion included:

- The practical design guide is not widely used by the ITD participants at the workshop, partly because the language is not written clearly enough.
- Some ITD employees reported feeling like they must teach themselves how incorporate CSS into design with each project, due to insufficient guidance. Project debriefs would be helpful for information sharing, to minimize the need for relearning each time.

- From the standpoint of ITD headquarters, there is a desire to reduce the amount of content in the manuals, to give engineers more flexibility to make design decisions. It's challenging to hit the right balance between guidance and flexibility.
- A stakeholder section will be added to the project charter.
- Some of the existing design manuals overlap and occasionally conflict, so it may be wise to synthesize them into a single, consistent manual.
- There was some uncertainty around how stakeholders should be identified, and whether ITD should approach a mayor and council to seek help reaching out to stakeholders.
- FHWA recently reduced the number of design exception criteria to ten.

After the discussion about the homework, participants worked in small groups (consisting of both ITD staff and stakeholder representatives) to vet and reword the questions developed the previous day based on the following four questions:

- Is the question understandable to ITD and stakeholders?
- Is the question meaningful to ITD and stakeholders?
- Is the question actionable?
- Is the question implementable?

Participants were also encouraged to provide any relevant action item suggestions, and indicate where their questions best fit into existing ITD manuals or processes—for example, the project charter, the POP, etc. Afterwards, participants shared the outcomes of their discussions, then used sticky dots to "vote" on which questions had the most significant impact on building consensus with stakeholders, and could be incorporated into current processes or manuals.

Below are the final questions and action items that emerged, organized by focus area. The table below also captures where the questions should be integrated, if that was provided, and how many "votes" each question received. Below the table is a summary of the wrap-up session of the workshop.

Focus Area	Question/Action Item	Where the Question Should be Integrated	Sticky Dot Count
Lessons Learned	What did we do well? *Examples:* • Communication • Flexibility • Schedule • Multi-jurisdiction/disciplinary • Construction site • Economic Impacts	As the exit criteria for each phase of the project	2
	What could we have done differently? *Examples:* • Communication • Flexibility • Schedule • Multi-jurisdiction/disciplinary • Construction site • Economic Impact	As the exit criteria for each phase of the project	4

Focus Area	Question/Action Item	Where the Question Should be Integrated	Sticky Dot Count
	Have I shared lessons learned in the lessons learned library?	As the exit criteria for each phase of the project	15
	Have I implemented lessons learned in the development process?	As the exit criteria for each phase of the project	3
Community Engagement	Have we had a dialogue with the community to identify project constraints and what opportunities for flexibility exist to meet purpose and need and the community vision?	POP	17
	Has an outreach process been documented that supports we effectively communicated the purpose and need?	POP and charter	3
	Has an outreach process been documented that supports we effectively communicated the project is consistent with long-term goals of the community?	Charter	2
Stakeholder Involvement*	Include sections in charter that address agreements needed! (i.e. maint, cooperative)	Charter	8
	PR person should or could update the district stakeholder list	POP	1
	Flow – POP to PR person; include upfront in charter	Charter	1
	Make stakeholder schedule inclusive through development and include in the charter.	Charter	7
	<u>Stakeholders: POP</u> Make POP more inclusive of entire process not just planning stage.	POP	1
Project Understanding	<u>Design</u> Is the design constructible? Is the project maintainable? (long-term?)	Charter creation guidebook In design post charter	3
	<u>Planning</u> What information is needed to develop design, concept, scope, and budget?	Charter Evaluation Phase (pre-charter)	8
	Are the complexities of the project well defined enough for constructability? [(Access, wetlands, interest groups, RoW, etc….) High risk issues]	Charter	3

Focus Area	Question/Action Item	Where the Question Should be Integrated	Sticky Dot Count
	Risks What high risk issues are involved in this project? (Could impact scope, schedule, budget) ROW, ENV, Utilities	Charter Design Phase	10
	Planning Have all we looked at and analyzed all long term plans and how they affect the local community/ITD?	Design Phase Charter	6
	Planning Should phasing be utilized in design to more efficiently use resources?	Evaluation Phase (pre-charter)	0
Outreach Strategies	How can we incorporate the community's needs and expectations into the design of the project?	Charter	0
	Who are our stakeholders? What are their needs and expectations? Do we have an engagement plan?	POP	1
	What are the indirect impacts on the stakeholders (decision, project, etc.)?	Charter	2
	What are the travel modes that will be impacted? What are their specific needs?	Charter	0
	What are the direct impacts on the stakeholders (decision, projects, etc.)?	Charter	2
Outreach Tools	Action Item (for Sonna Lynn Fernandez): Inform staff of current/future tools and strategies (POP, Com Plan, CSS, EJ/6, etc.)	POP	5
	Action Item (for Sonna Lynn Fernandez): Create a document for stakeholders on how they can engage (process) with ITD. Create an advisory committee to development.	Charter	10
	Is ITD effectively using already existing area transportation committees?	Charter	1
	What tools/processes should we use to communicate with our stakeholders?	POP	2
	Are there community specific communication needs? (EJ, Title VI) (how do they want to be communicated with)	Charter	0

Focus Area	Question/Action Item	Where the Question Should be Integrated	Sticky Dot Count
	For large scale projects, should ITD establish a community advisory committee to discuss the project (needs, expectations, timeliness, impacts, risks, etc.)	POP, Charter	0
User Accommodation	Who are the current and future users?	Charter, not sure where	8
	What are the users' needs currently and future?	Maybe charter?	19
	What are safety concerns for each user?	Could put in charter but unsure where?	0
	Can the local network serve some of the identified user needs better? • What is this corridor's role in the network? • How does this project coordinate with surrounding network and future transportation plan? • How can ITD educate the community on their options?	Charter?	5
	How do the user needs compete?	Charter?	0
	<u>Action Item:</u> Evaluate and revise ITD's current multi-model standards to be more useable.		4
Vision	Who owns the vision for the project?	Evaluation Phase (pre-charter)	5
	How are priorities to be established?	Evaluation Phase (pre-charter)	5
	Is the proposed action maintainable?	Evaluation Phase (pre-charter)	2
	Will this project require a strategy to manage long term change?	Evaluation Phase (pre-charter)	1
	Has outreach been made to all stakeholders to vet the proposed action?	POP and Evaluation Phase (pre-charter)	1
	Is the proposed action setting a precedent?	Evaluation Phase (pre-charter)	0

**Lori Porreca, FHWA, provided additional notes on the discussion that took place in the group responsible for developing the questions related to stakeholder involvement. These notes are available in the Appendix.*

The groups reported out on their discussions.

In the last session of the workshop, participants held a facilitated wrap-up discussion to determine next steps. The following emerged as next steps:

- ITD staff agreed to develop a citizen's guide to help inform community members on the best methods to engage with ITD.
- Jason Giard, FHWA, agreed to coordinate with ITD to develop a flexibility guide for both ITD and locals, similar to the downtown streets guide Colorado DOT developed. However, it may be necessary to first conduct a streamlining process to synthesize and merge the existing manuals.
- Deanna Smith, Idaho Smart Growth, and Sonna Lynn Fernandez, ITD, agreed to continue the conversation between ITD and its stakeholders around partnership and sharing knowledge of resources. The Local Highway Technical Assistance Council (LHTAC) and Local Technical Assistance Program (LTAP) should be involved as well.
- Karissa Hardy, LHTAC, and Cynthia Gibson, Idaho Walk Bike Alliance, will work with ITD to help train and mentor communities.
- Sonna Lynn Fernandez, ITD, and Rod Reed, ITD, will update ITD's project charter to reflect workshop outcomes.

Outcomes and Recommendations

After the conclusion of the workshop, the questions developed by the workshop participants were reviewed and analyzed in context with the original purpose of the workshop. Questions were reworded, combined, or eliminated and a new set of questions were developed. As part of this analysis, the following documents were reviewed to ensure the questions were aligned with ITD guides and manuals:

- *Context Sensitive Solutions Guide*;
- *Practical Solutions for Highway Design*;
- *Guide to Public Involvement for Programs, Planning & Projects*;
- *Project Outreach Planner*;
- *Roadway Design Manual*; and
- *Corridor Planning Guidebook*.

The review and analysis resulted in post-workshop recommendations that integrated a series of guiding questions throughout each project delivery stage, and modifying the project charter to require revisiting the questions, would be a streamlined way to enhance ITD decision making processes. The charter must be completed by every project manager to advance a project, and it provides a perfect mechanism to tie in ITD's existing guidance. To understand how the charter should be altered, it is important to first understand ITD's project delivery pipeline.

ITD's project delivery pipeline is described differently among the various guides and manuals mentioned above. ITD's Project Charter Instructional Manual describes the project life cycle in five phases: planning, evaluation, development, implementation, and operations. These phases are illustrated below.

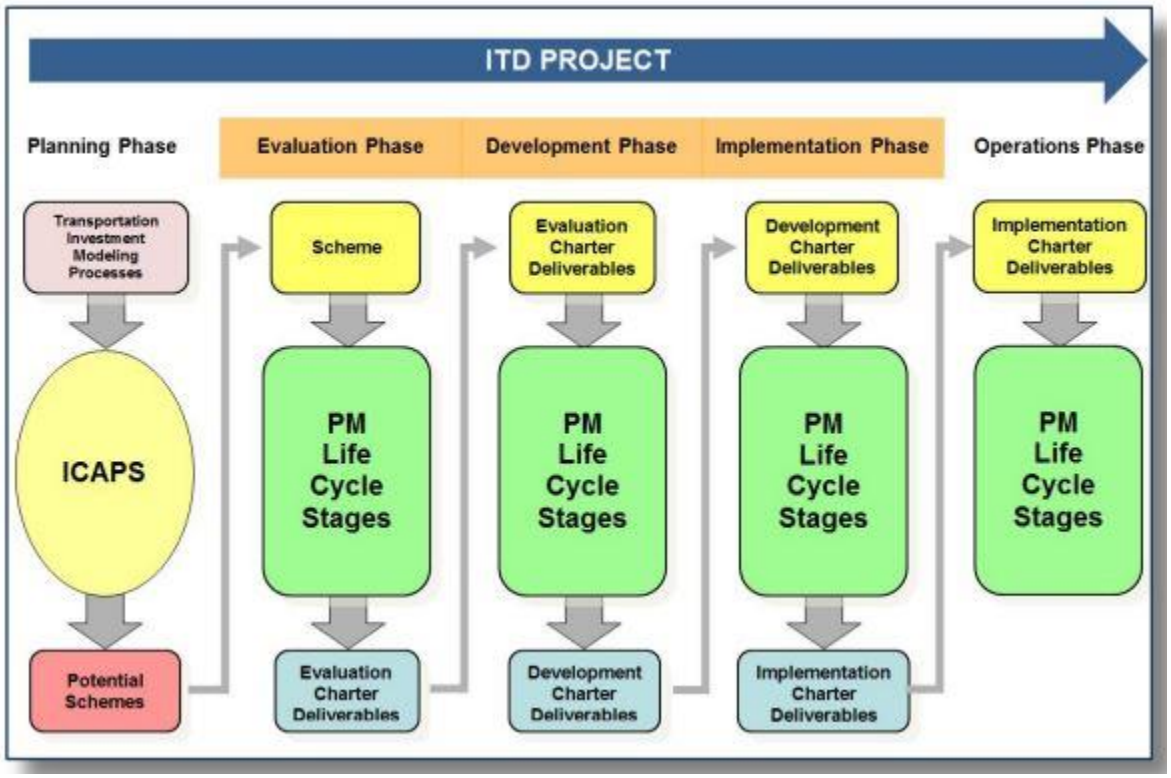

Figure 1: ITD project life cycle. ***Source: ITD Project Charter Instructional Manual***

The *Project Charter Instructional Manual* further subdivides each of the last four phases into four stages: initiation; planning; execution, monitor, and control; and closure. Incorporating these phases and stages in the ITD project life cycle can be outlined in the following way:

1. ***Planning***
2. ***Evaluation***
    a. Initiation
    b. Planning
    c. Execution
    d. Closure
3. ***Development***
    a. Initiation
    b. Planning
    c. Execution
    d. Closure
4. ***Implementation***
    a. Initiation
    b. Planning
    c. Execution
    d. Closure
5. ***Operations***
    a. Initiation
    b. Planning

c. Execution
d. Closure

The project charter is first mandated in the evaluation phase, specifically during the execution stage, and while not stated, the charter presumably will not be written until a specific planning concept is destined for the Idaho Transportation Investment Program (ITIP). ITD may wish to consider developing a CSS public involvement plan that is coordinated with the public, and finalized before the project charter is finalized. In this way, commitments and ideas that can affect the project scope can be addressed *before* substantial ITD funds are invested and potentially affected by a project having to be revised and redone.

To ensure that ITD project managers understand when in their delivery process to ask the questions developed during the workshop, processes from other ITD manuals, as shown below, were incorporated with new steps indicated in underlined text.

1. ***Planning***
    a. Long range planning
    b. Corridor planning (undertaken when there are complex issues and need for a bundle of solutions in a particular corridor)
    c. Develop initial public involvement plan
2. ***Evaluation***
    a. Initiation
    b. Planning
        i. Develop initial scope, schedule and budget
    c. Execution
        i. Develop project charter
        ii. ITIP documentation
        iii. Incorporate results of early steps public involvement plan
    d. Closure
3. ***Development*** (design, right-of-way (ROW), utilities, environmental analysis and documentation)
    a. Initiation
        i. Update public involvement plan
        ii. Update project charter
    b. Planning
        i. Review *Practical Solutions for Highway Design* guide as part of identifying opportunities for flexibility
    c. Execution
        i. Preliminary design
        ii. Final design
    d. Closure
        i. Lessons learned
4. ***Implementation (Construction)***
    a. Initiation
    b. Planning
    c. Execution
    d. Closure

5. ***Operations***
    a. Initiation
    b. Planning
    c. Execution
    d. Closure
        i. Lessons learned

The questions originally drafted during the workshop were refined and incorporated into an expanded project life cycle, as shown below. Any life cycle phase or stage without a question beside it was determined not to require any associated questions.

1. ***Planning***
    a. Long range planning (Recommendation: If the answer is yes to any of the first two questions, ITD planning staff should consult with the District Engineer and evaluate the value of starting a Corridor Planning Study, as prescribed in the *Corridor Planning Guidebook*)
        i. Have we identified the specific elements of the proposed solution that have independent utility, and have we determined which ones can be implemented in phases to spread out the project costs over time and to implement simpler improvements sooner?
        ii. In the planning process, did ITD and its partners evaluate whether the local network serves some of the identified user needs better than the proposed project?
            1. What is this corridor's role in the network?
            2. How can the local street network be better utilized to accomplish some of the project's needs?
            3. Would an investment of state or federal funds into the local system accomplish some of the project needs at a lower cost or lesser impact?
            4. Has the regional transportation plan (if any) been analyzed to determine whether there are non-ITD options that could better accomplish project needs?
            5. If any of the above is possible, does the public involvement plan describe how ITD could educate the community members on options within their jurisdiction that they could implement? Does it help them identify funding?
        iii. Have we looked at and analyzed all long-term plans and how they affect the local community as well as the emerging ITD project?
        iv. What are the travel modes that will be impacted? Who are the other users (e.g., shoppers on a main street)? What are their specific needs?
        v. Have we identified who the current and future users are, based on land use and development changes? (Note: future users will generally relate to changes in the community identified in review of their long-term plans, or by considering potential growth patterns identified by the community, rural planning organization (RPO) or a metropolitan planning organization (MPO)).
            1. What are the users' current and future needs?
            2. What are safety concerns for each user?
            3. If competing user needs emerge, has a process been created for facilitating dialogue between those users?

b. Corridor planning
   i. Have we looked at and analyzed all long-term plans and how they affect the local community, as well as the emerging ITD project?
   ii. Have we set the parameters for how we will evaluate the specific elements of the proposed solution that have independent utility?
      1. Have we consulted the *ITD Context Sensitive Solutions Guide* in the process of defining the various contexts?
      2. Have we asked the ITD public involvement coordinator to use the POP to help us define the public involvement plan for defining and developing solutions for the community contexts?
      3. Have we established a template for identifying and rolling out simpler project improvements that will not cost a lot of money and could begin to address issues in the corridor?
   iii. In the planning process, did ITD and its partners evaluate whether the local network serves some of the identified user needs better than the proposed project?
      1. What is this corridor's role in the network?
      2. How can the local street network be better utilized to accomplish some of the project's needs?
      3. Would an investment of state or federal funds on the local system accomplish some of the project needs at a lower cost or lesser impact?
      4. Has the regional transportation plan (if any) been analyzed to determine whether there are non-ITD options that could better accomplish project needs?
      5. If any of the above is possible, does the public involvement plan describe how ITD could educate the community on options within their jurisdiction that they could implement? Does it help them identify funding?
   iv. Have we identified the mechanism/process for predicting and evaluating future land use and development changes?
      1. If the proposed project is in an MPO coverage area, have we asked the MPO to take the lead on land use projections?
      2. If the proposed project is in an MPO coverage area, have we consulted with the MPO about whether there is value in providing land use planning support for the communities?
      3. If the project is not in an MPO, or if the MPO is not included to conduct land use planning, has the district engineer consulted with ITD planning personnel about providing land use planning support?
c. Develop initial public involvement plan.

2. Evaluation

a. Initiation
b. Planning
   i. Does the public involvement plan prescribe a dialogue with members of the community to:
      1. Identify community-specific communication needs? In other words, have we asked them how they want to be communicated with?
      2. Identify their perspective on project constraints?

3. Identify their goals that could be taken into consideration for the ITD project?
4. Effectively communicate ITD's vision for purpose and need?

ii. Did the public involvement plan identify the full realm of stakeholders?
1. Was the Project Web App, as specified on page 35 of the *Project Charter Instructional Manual*, used to create this list?
2. Did the public relations person update the district stakeholder list?
3. Did we identify which tools/processes we should use to communicate with our stakeholders?
4. For large-scale projects, does the public involvement plan analyze whether ITD should establish a community advisory committee to discuss the details of the project (e.g., needs, expectations, timeliness, impacts, risks, etc.)?

c. Execution
i. If it was determined during the planning phase that there are sub-elements of the project that have independent utility and that should progress on different schedules, have they been entered the ITIP separately?
ii. Were the constraints identified by the community included in the initial charter?
iii. Does the charter describe:
1. The community goals (if any) that have been decided to be incorporated into the ITD project?
2. Feasible project changes that could support the long-term goals of the community, and have they been reflected in the scope of the project?
iv. Have we gathered all information needed to set a preliminary scope and budget (see page 20 of the *Project Charter Instructional Manual*)?
v. Have we worked with the public involvement coordinator to revise the public involvement plan to:
1. Document any community goals, constraints or other elements that will not be addressed by the project?
2. Document the community's acceptance (or not) of ITD project goals?
3. Document potential project changes and how they were shared with the community?
4. Determine whether a strategy has been developed for effectively using existing area transportation committees?

d. Closure
i. Lessons learned
1. What did we do well? Sample topics:
a. Communication
b. Flexibility
c. Schedule
d. Multi-jurisdiction/disciplinary
e. Economic impacts
f. Others

2. What could we have done differently? Sample topics:
a. Communication
b. Flexibility

c. Schedule
d. Multi-jurisdiction/disciplinary
e. Economic impacts
f. Others

3. Have we shared lessons learned in the lessons learned library?

3. Development

a. Initiation
   i. Have we consulted the public involvement coordinator to review/update the public involvement plan?
   ii. Have we updated the project charter?

b. Planning
   i. Have we reviewed the *Practical Solutions for Highway Design* guide in preparation for applying flexibility in design?

c. Execution
   i. Before start of preliminary design
      1. Have opportunities for flexibility in design been identified in the establishment of design standards in the project charter, to dovetail ITD's identified purpose and need with those of the community? Has the *Practical Solutions for Highway Design* guide been applied?
      2. Via the public involvement plan, has the community been advised of those things they may have to do to support flexibility on the part of ITD?
      3. At the end of preliminary design, have we updated the scope and budget as the project progresses through scoping and design, and community engagement?
   ii. After preliminary design
      1. Have we undertaken a constructability analysis – as specified in the *ITD Roadway Design Manual* section 310.01 – in coordination with the district's construction staff?
      2. Have we analyzed the nuances of construction access, circulation, and whether we have left the property owner with an uneconomic remainder?
      3. Have we analyzed issues such as wetland protection and other environmental or historical issues?
      4. Have we analyzed and coordinated any maintenance and operations issues?
      5. Have we considered the potential cumulative and indirect impacts on the stakeholders?
      6. All of the above questions should be revisited to determine whether the preliminary design that will provide the basis for final design and ROW acquisition addresses all previously noted commitments and questions. For federally funded projects, these questions can be addressed in the environmental documents and/or environmental re-evaluation.

d. Closure
   i. Lessons Learned
      1. What did we do well? Sample topics:

a. Communication
b. Flexibility
c. Schedule
d. Multi-jurisdiction/disciplinary
e. Economic impacts
f. Others

2. What could we have done differently? Sample topics:
    a. Communication
    b. Flexibility
    c. Schedule
    d. Multi-jurisdiction/disciplinary
    e. Economic impacts
    f. Others
3. Have we shared lessons learned in the lessons learned library?

4. Implementation (Construction)

a. Initiation
    i. Have we reviewed the project charter, in consultation with the district engineer and the public involvement coordinator, to determine the ramifications for construction?
b. Planning
c. Execution
d. Closure
    i. Lessons Learned
        1. What did we do well? Sample topics:
            a. Communication
            b. Flexibility
            c. Schedule
            d. Multi-jurisdiction/disciplinary
            e. Economic impacts
            f. Others
        2. What could we have done differently? Sample topics:
            a. Communication
            b. Flexibility
            c. Schedule
            d. Multi-jurisdiction/disciplinary
            e. Economic impacts
            f. Others
        3. Have we shared lessons learned in the lessons learned library?

5. Operations

a. Initiation
b. Planning
c. Execution
d. Closure
    i. Lessons Learned
        1. What did we do well? Sample topics:
            a. Communication
            b. Flexibility

c. Schedule
d. Multi-jurisdiction/disciplinary
e. Economic impacts
f. Others

2. What could we have done differently? Sample topics:
   a. Communication
   b. Flexibility
   c. Schedule
   d. Multi-jurisdiction/disciplinary
   e. Economic impacts
   f. Others
3. Have we shared lessons learned in the lessons learned library?

ITD Planning Services Action Items

A conference call was held with Ted Mason, Sonna Lynn Fernandez, and Lori Porreca on January 4, 2017 to review a preliminary draft of this report and ensure that the recommendations provided above are aligned with ITD's needs. The ITD staff members on the call assured that they were, and indicated that progress has already been made since the workshop in terms of establishing how existing guides, manuals, and processes will be altered to enhance CSS and public involvement outreach efforts. The table below summarizes the action items identified by ITD's Planning Services Section and outlines accomplishments and/or the potential timeframe for incorporation as of January 2017.

CSS ACTION ITEMS	
Action	**Progress**

Include or modify ITD's project charter with CSS/public involvement references	• Include a link to the POP within the project charter and add a box for staff to include the POP score.
	  ○ Planning Services will include this request in the 2017 project charter release.
	
	• Make the stakeholder schedule inclusive through development and make sure it is included in the charter as considerations as we flow through the project development process – not just in the planning phase.
	  ○ Planning Services will include this request in the 2017 project charter release and reference CSS/public involvement considerations throughout the *Project Charter Guidebook*.
	  ○ The *Guidebook* will also reference the POP and encourage staff to use the program for stakeholder identification, CSS/public involvement strategies and preliminary budget estimates.
	
	• Create a section within the project charter that allows staff to list potential stakeholders.
	  ○ A "Stakeholder Identification" box was already available in older versions of the project charter but was very confusing because it referenced ITD staff as stakeholders, not specifically the general public.

CSS ACTION ITEMS	
Action	**Progress**
	○ Planning Services will add a section within the 2017 project charter release that specifically asks for staff to identify general public and other stakeholders that may have an impact on the project. ○ Planning Services will continue to encourage staff to use the POP for stakeholder identification and consideration. ○ Planning Services will include additional reference to the POP within the *Project Charter Guidebook*. • Create a section that asks for the potential process to engage stakeholders. ○ Planning Services will not include this in the project charter. However, the POP does include a section that allows staff to identify and select (via a checklist) ways that the department will engage stakeholders. ○ Planning Services will include additional reference to the POP within the *Project Charter Guidebook*. • Add a section that the project manager can capture "lessons learned" in the charter. ○ A "lessons learned" library is already available. Planning Services will ensure that staff knows where this library is located as well as how to add and retrieve "lessons learned" information. ○ Planning Services will include additional "lessons learned" references within the *Project Charter Guidebook*.
Update the *Project Charter Guidebook* with CSS/public involvement component	• Early 2017, Planning Services will deploy Microsoft Project 2016. At the same time, a restructured project charter will also be released that reflects ITD's organizational and project delivery process changes. ○ The 2017 *Project Charter Guidebook* will be available to District staff at the time of the ITIP Roadshow in mid-January. ○ Planning Services will ensure that the *Guidebook* is easy for staff to find and access. • As requested, Planning Services will work with other areas of the department to create a section in the *Charter Guidebook* that identifies the types of agreements that are available, what they are used for, the process to have one completed and the SME to talk with. • Planning Services is in the process of creating a public involvement website which should be deployed in April 2017. ○ This website will include information on CSS activities and how staff can incorporate stakeholder involvement into the planning, project development, and construction processes.

CSS ACTION ITEMS	
Action	**Progress**
	○ This website will also be referenced in the updated *Project Charter Guidebook*. ○ The POP, the *Guide to Public Involvement*, the Communications Portal, lessons learned library, stakeholder identification processes, and other public involvement tools will be available at this website.
Make the Project Management Academy accessible and more user friendly	• During 2016 and throughout 2017, Planning Services will be developing an interactive Project Management Academy. ○ Planning Services is actively working to provide a variety of project management on-demand/web-training modules that will allow ITD staff to take training at their own pace. ○ Planning Serves will work closely with ITD's Training Section in 2017 to put these modules on the ITD Learning Hub as soon as they become available. In addition to project management courses, Planning Services will also provide public involvement and communication training. ○ Planning Services will use "The Transporter" and email notifications of what is available from the Project Management Academy. ○ Planning Services is researching how MPOs/FHWA can also to have access to the Project Management Academy so they can know and understand what the department's processes are as well as to learn about project management activities to use in their agencies.
Develop a community engagement document	• Stakeholders reiterated during the CSS workshop that they are unsure how to interact with the department. ○ Several stakeholders requested that the department develop a community engagement document that is for stakeholder education and for ITD staff to hand out to people, groups, and agencies on how they can engage or get involved with ITD; when they should participate in the decision-making process; identify the process to address public expectation; identify how can stakeholders can partner with ITD; and what they can comment on. • ITD will establish a Citizen's Advisory Committee (with ITD staff and various stakeholders) to establish this document and create a Public Involvement Toolbox for citizens. Planning Services will create a checklist of questions to open a dialogue for their involvement. The following have already stated that they would like to be a part of the Committee (others to be identified later): ○ Deanna Smith – Idaho Smart Growth; Julia Oxarango-Ingram – Southern Idaho Rural Development Agency; Lori Porreca, FHWA; and Glenn Miles, KMPO • By May 2017, Planning Services will create and maintain on ITD's website a "Citizen's Communication" portal where stakeholders can make comments, access information and other important documents.

CSS ACTION ITEMS	
Action	**Progress**
	○ In addition, our stakeholders stated that they would like to know how they can access ITD grants (Rural Transportation Assistance Program (RTAP), Transportation Alternatives Program (TAP), etc.) when they are available. This will also be included in the "Citizen's Communication" portal.
Publicize available public involvement tools	• Planning Services is currently in the process of developing a public involvement website that will become a one-stop-shop for all CSS/public involvement tools and documents. ○ The website should be ready in April 2017. As soon as it is ready, Planning Services will conduct half-day training sessions at each District on what is available.
Develop a stakeholder identification list	• Planning Services will see how they can create a drop-down/searchable list of potential external stakeholders (city, county, state/federal agencies, MPOs, economic agencies, tribes, interest groups, etc.) for project managers to consider when developing their charter. ○ In addition to the list, information will also include approximate timeframes needed for interaction. ○ This will be available later in 2017 on the communication website.
Consolidate CSS/public involvement plans and documents	• By early 2018, Planning Services will work with others in the department to identify all plans and documents (*CSS, Design Manual, Guide to Public Involvement*, etc.) that contain public involvement information and consolidate into one location to reduce the amount of time it takes to find things. ○ Planning Services and other appropriate staff will ensure that all of the documents correlate and that there is no conflicting information/rules. It has been requested that there is a search engine as well. • ITD will begin working immediately with others to create a CSS/public involvement "best practices" site. ○ Best practices will be located on the communication webpage when it is available.
Use IPLAN as an information site	• Planning Services in conjunction with GIS will work over the next year to enhance IPLAN to enable staff and citizens get data and project information. • Planning Services is currently in the process of creating a planning library on IPLAN that contains planning documents in one location. This is anticipated to be available in mid-2018. ○ This will include as many federal, state, regional, local, MPO, and other planning documents as possible. ○ Using IPLAN, staff, other agencies, and citizens will be able to search for planning documents easily.

CSS ACTION ITEMS	
Action	**Progress**
	○ District staff will assist Planning Services in getting community plans into the database and maintaining the information.

Appendix

Meeting Handouts

Day One Homework Assignment Questions

1. What stood out from the presentations today?
2. What excites you about what you heard today? What concerns you?
3. What lessons learned, challenges or opportunities come to mind?
4. Based on what you heard today what are two key considerations important to guide the development of practical solutions/design checklist?

Day Two Homework Assignment Questions

1. How do you use the practical design guide (PDG)?
2. What is working well and what isn't?
3. If someone were to develop an action list for updating the PDG, what priority items would you suggest?
4. If someone were to add a checklist to help guide designers through the practical design process and place it in the Appendix of the PDG what should be included on it?
5. If any items were to be added to the project charter related to practical design where should it be placed in the charter and how should the items be worded?

Elaboration of Stakeholder Involvement Discussion

On the third day of the workshop, Lori Porreca, FHWA, was involved in the discussion group that focused on the questions in the stakeholder involvement focus area. She provided the notes below because there was an in-depth conversation that may not have been fully captured in the final questions that were developed. These notes are lightly edited as shown in brackets, for clarity.

Generally, we [the stakeholder involvement group] focused on the project development process and how stakeholder identification and engagement occurs. The ITD folks [representatives] at the table expressed that their process is unclear due to staff turnover and changes, merger of the design and construction sections, and introduction of new systems at ITD that have not been well-integrated. Because of this [uncertainty] our group mostly focused on improvement to the process from one phase to the next. Below is a list of action items derived in response to these concerns:

- [One priority is] clearly defining [the] stakeholder involvement plan (who, what and when) from the evaluation phase charter of a project through to the construction phase charter of a project.
- They [the ITD personnel in the group] would like the evaluation phase charter to have a clearly defined stakeholder involvement schedule. The current stakeholder section in the charter only has space for the ITD contact. They would like to see the schedule, all the names and contacts, and what activities will occur.
- They [the ITD personnel in the group] would like the schedule to be inclusive of each phase through construction. Currently staff only schedules to the end of each phase. They also thought that having a plan and complete schedule up front would allow better decision-making when projects are advanced forward in the program because of redistribution or other new money that may become available in any given year.

- They [the ITD personnel in the group] would like to define the process for developing the stakeholder involvement plan so that there is consistency between projects and among different staff. Their preferred vision for this [defining the process] is for the project manager to complete the POP [tool] and then to work with the District PR person [representative] or the District Planner to identify stakeholders and develop the schedule. They also suggested that the PR person [representative] or Planner [should] have the responsibility for maintaining an accurate list of stakeholders in each district.
- They [the ITD personnel in the group] would like the POP to link directly to the Charter so that staff doesn't have to search for information or systems. In general, they would like to have more of their existing systems and manuals link to the charter and have the charter have more clearly defined prompts or steps so that staff are less likely to miss important information or steps. They suggested incorporating pull-down menus into the charter.
- In general, they [the ITD personnel in the group] expressed interest in emulating or modeling their process on Ada County Highway District's (ACHD) current process. Ryan Cutler, who works for ACHD, was at our table. He described the ACHD public involvement process as starting with a comprehensive list of all possible PI activities and stakeholders and then paring that down based on individual projects. He also said that project managers develop a plan and schedule for the entire project from conception to construction.