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| 16. Abstract Based on interviews with SDHPT district personnel and the literature review, the preparation for and conduct of public hearings have been examined. Areas of possible improvement were identified, and suggestions regarding more effective methods which might be used are presented. Three slide presentations are included. One is for introducing the public hearing, the second pertains to the relocation assistance program, and the third set depicts common design elements from which selected slides may be used to explain design details during the hearing for a particular project. The findings of this research suggest that every public hearing is unique and must be carefully prepared for and conducted if the hearing is to be effective. Guidelines to achieve this end are presented. | | | |
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INCREASING THE EFFECTIVENESS
OF PUBLIC HEARINGS

By

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Research Report Number 185-1F

Research Study Number 2-8-74-185
Increasing the Effectiveness of Public Hearings

Sponsored By

THE TEXAS STATE DEPARTMENT OF HIGHWAYS
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In Cooperation With The

TEXAS TRANSPORTATION INSTITUTE
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SUMMARY OF FINDINGS

The findings of this research suggest that every public hearing is unique and that no specific set of procedures can be used to fit all hearings. Careful planning of the prehearing contact is probably the most effective method of determining the public concerns and the best methods of preparing to answer the public's questions. A checklist of groups to contact has been provided. It was found that degree of formality depends upon the audience to be expected. A formal setting is appropriate for professional people, whereas a very informal setting is probably best for blue-collar workers.

The arrangement of the hearing room, the use of registration cards, the location and clarity of displays were also cited frequently as areas in which improvement could be made. These factors are discussed in detail, and suggestions are offered to make the hearing more effective.

Better visual aides were cited almost universally as the best way to improve the hearing. Two slide presentations and a slide dictionary were developed in response to this apparent need.

Through thoughtful implementation of the ideas and suggestions offered in this report, the relative effectiveness of a public hearing can be increased greatly.

IMPLEMENTATION STATEMENT

The overall objective of this project was to develop visual aides to assist State Department of Highways and Public Transportation (SDHPT) personnel in conducting effective public hearings. Based on the information obtained in interviews with several Department personnel, it appears that the three major areas of need were 1) an introductory slide set or movie 2) an improved slide set on relocation assistance and 3) a file of slides on various highway features. Slide sets were prepared to meet these needs. Through judicious use of the slide material prepared on this project and by careful use of the guidelines presented in the text of this report, the individual charged with the responsibility of conducting a public hearing can create a public hearing environment that will have the greatest probability of producing a meaningful interaction.

DISCLAIMER

The contents of this report reflect the views of the authors who are responsible for the facts and the accuracy of the data presented herein. The contents do not necessarily reflect the official views or policies of the Federal Highway Administration. This report does not constitute a standard, specification, or regulation.

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This report has been developed from the ideas and experiences of many SDHPT district personnel. Their assistance in the research effort is gratefully acknowledged. The contributions of the members of the project advisory committee whose constructive criticism of this research effort lead to a much greater degree of utility of the material are also gratefully acknowledged. The authors wish to express their sincere appreciation to Mr. Jim Barr, SDHPT, Austin, Texas, for his guidance and understanding throughout the extended duration of the study. The report has been prepared in cooperation with the U.S. Department of Transportation, Federal Highway Administration.

ABSTRACT

Based on interviews with SDHPT district personnel and the literature review, the preparation for and conduct of public hearings have been examined. Areas of possible improvement were identified, and suggestions regarding more effective methods which might be used are presented. Three slide presentations are included. One is for introducing the public hearing, the second pertains to the relocation assistance program, and the third set depicts common design elements from which selected slides may be used to explain design details during the hearing for a particular project.

The findings of this research suggest that every public hearing is unique and must be carefully prepared for and conducted if the hearing is to be effective. Guidelines to achieve this end are presented.

Key Words: Public Hearing, Public Involvement, Highway Design, Design Process, Route Location.

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1. The first part of the document discusses the importance of maintaining accurate records of all transactions.

2. It is essential to ensure that all entries are supported by appropriate documentation and receipts.

3. Regular audits should be conducted to verify the accuracy of the records and identify any discrepancies.

4. The second part of the document outlines the procedures for handling disputes and resolving conflicts.

5. It is important to establish clear communication channels and protocols for addressing any issues that arise.

6. The third part of the document provides a detailed overview of the financial statements and their components.

7. This section includes a breakdown of the income statement, balance sheet, and cash flow statement.

8. The fourth part of the document discusses the various methods used to collect and analyze data.

9. It covers the use of statistical techniques and software tools to process and interpret the information.

10. The fifth part of the document focuses on the ethical considerations and standards that must be followed.

11. This section emphasizes the importance of transparency, integrity, and confidentiality in all reporting.

12. The sixth part of the document provides a summary of the key findings and conclusions of the study.

13. It highlights the main insights gained from the data and offers recommendations for future research.

14. The seventh part of the document contains the references and sources used throughout the report.

15. This section lists the books, articles, and other materials that have informed the analysis.

16. The eighth part of the document includes the appendices and supplementary information.

17. These sections provide additional details and data that support the main findings of the study.

18. The ninth part of the document contains the index and table of contents for easy navigation.

19. Finally, the tenth part of the document provides the contact information for the authors and any other relevant details.

I. INTRODUCTION

The public hearing is the culmination of many months of cooperative effort between state and local officials and reflects countless hours of diligent effort by the professional staff of the Texas State Department of Highways and Public Transportation. Further, the Department has been conducting public hearings for many years, and Department personnel are well versed in the procedure required for the conduct of these meetings. Yet, the question often arises as to why the Department's presentations are not always well-received by those in attendance. One simple reason cannot be given; rather, the answer lies in a very complex interaction of factors including social, political, environmental, and economical considerations. Some of the more significant areas of concern that may affect adversely public hearings can be identified so that those responsible individuals may be assisted in the preparation for the conduct of the public hearing. This report can be used to help identify factors that tend to produce negative responses. It also suggests ways of reducing the magnitude of the negative reactions that often arise at the public hearing.

A. Study Objective

The objective of this research was "to develop cooperatively with the State Department of Highways and Public Transportation appropriate support materials and visual aides for conducting public hearings based upon an evaluation of alternative procedures consistent with existing and anticipated changes in the requirements for the public hearing process."

B. Study Method

To achieve the study objective a literature survey was conducted for relevant material dealing with the problems associated with the conduct of public hearings. The principal source of information and ideas, however, came from in-depth discussions with representatives of the Texas State Department of Highways and Public Transportation within the district offices. A total of six districts were visited (3 urban districts and 3 rural districts). Those persons responsible for conducting public hearings were asked to respond to a series of questions (See Appendix B) and to participate in an open-ended interview conducted by a member of the research team. A summary of the questionnaire responses is presented in Appendix B. The material included in this report has been designed to be responsive to the areas of need suggested by Department personnel. A summary of these findings is included in Appendix "B".

II. OBJECTIVE OF THE PUBLIC HEARING

The successful outcome of any activity depends upon the objective to be attained and should be accompanied by a definite list of tasks necessary to achieve the goal. The objective of the public hearing may be stated as follows:

To provide interested persons and the Department the opportunity to officially express their views regarding the need for, location, and design features of a proposed highway facility.

To achieve this objective, the following tasks should be accomplished:

1. *Explanation of the role of the public hearing in project development.*
2. *Encouragement of the presentation of personal points of view and a greater degree of public involvement.*
3. *Presentation of the need for the proposed facility and its place in the total transportation system.*
4. *Presentation of the alternatives and their socio-economic and environmental effects.*
5. *Explanation of the forms of compensation available in a manner that assures those present that just compensation will be provided for all damages.*

III. THE PUBLIC HEARING ENVIRONMENT

The public hearing is the most formal contact that exists between the Department and the public. While other forms of interaction exist and can serve to inform the public more effectively regarding actions of the Department, the public hearing transcript and the other materials resulting from the hearing are the basic documents formally submitted to the Federal Highway Administration for approval. Therefore, a rather complete understanding of the various forces that interact to produce the public hearing environment is necessary.

A. Political Element

Transportation improvements frequently are initiated by local government. Certainly no major improvement program would be pressed to the public hearing stage without at least tacit support initially from the local governmental agencies. Frequently, this support fades as the project approaches the public hearing. Fielding (1)* cites several reasons for this apparent change of position:

- (1) Non-partisan nature of city government work reduces the political support which might be generated.
- (2) Most elected officials must work at least part-time on other activities and this, combined with inadequate staff support, results in a lack of understanding of the consequences of transportation improvements. Therefore, local politicians work cautiously, if at all, regarding local transportation programs.
- (3) Unlike state and federal legislators, local elected officials are not insulated from their electorate by distance. There-

* Number in () refers to source documents list.

fore, there is a greater tendency to react to controversial issues.

B. Social Element

At least four distinct attitudes with respect to transportation improvements can be identified in any urban area:

1. Individuals who favor all transportation improvements.
2. Persons who are concerned only if the improvement directly affects them or affects them adversely.
3. Persons who oppose the actions of governmental agencies; and
4. Individuals incapable of understanding the potential changes, both detrimental and beneficial, that will result from the transportation improvement.

The latter two attitude types are a special problem in public hearings. Individuals of Type 3 are frequently unhappy with previous decisions of the governmental agencies and take any opportunity to attack the agency. If the planning and design processes are carried out in an open manner, keeping everyone fully informed, these individuals will be denied a following.

Type 4 persons include the present-oriented people. While these individuals are commonly low income and poorly-educated people, many professional and business persons also have this characteristic. The involvement of these individuals in the planning and design process is difficult at best and often impossible. They generally are concerned about the potential loss of their home as it represents a haven from a threatening world and are unable or unwilling to recognize

that they could be relocated in equal or better housing. They avoid participating in the early stages of planning and then oppose the proposal in a very vociferous manner at the public hearing or, even later, in the planning and design process. Rumor control is the best strategy to use in minimizing the problems posed by the group. The provision of informal sessions (mini-hearings), local information centers, and similar types of informal contact are usually effective. Consideration should be given to such informal communication techniques in all urban projects and in any rural project that produces at least some noticeable degree of controversy.

C. Ecological Element

Ecology is clearly an idea whose time has come. Traffic service has, by both state and federal legislation, been relegated to a subordinate position under community impact. Continued study of the potential environmental effects of transportation improvements so as to better understand these effects is of utmost importance to anyone responsible for public hearings. As a general guideline, the alternate routes should be studied in the maximum detail possible in advance of the hearing.

D. Psychological Element

Uncertainty is the key word here. The inability to predict accurately the induced changes resulting from transportation improvements is the basis for most of the negative attitudes of the public. When more than one alternate route is involved, various groups may be fighting each other as well as the governmental agencies. Such fractionalization tends to delay or even completely stop projects.

The problem is to help the public to understand the nature of the changes to be expected. The case history of similar projects and other such techniques should be used to the maximum degree possible to explain and to illustrate graphically the nature of the changes to come. The rumor control strategy also applies in this case. The public hearing should develop a positive attitude toward the planning process. Current procedures generally justify projects but sometimes fail to promote favorable attitudes toward the decision-making process.

E. Summary Of The Public Hearing Environment

The public hearing environment is developed over the life of the project and is the product of a great many different pressures. Throughout the preceding discussions, the general concept of greater dissemination of information to the public has prevailed. This is also a goal of the Action Plan. Development of the lines of communication with the affected individuals and groups provides the mechanism to disseminate factual information about proposed improvements.

The importance of the public hearing as the formal mechanism for the public to present their ideas regarding a project can not be overstressed. Every effort must be made to avoid giving the impression that the decision already has been made and that the hearing is a justification for the decision. A study of the affected groups will provide the issues which the public hearing must emphasize. Whereas the public hearing is the formal mechanism for the citizen to voice opinions regarding transportation improvements, the prehearing contact and preparation will, in almost every case, determine the degree of success of the hearing.

IV. DEVELOPING RAPPORT WITH THOSE IN ATTENDANCE

A. Prehearing Contact

In recent years some public hearings have been stormy, controversial affairs. This kind of experience is usually the result of disagreement about a proposed project. In addition, tensions are created by differing expectations regarding the purpose of the hearing and by conditions in effect at the hearing itself.

Since a primary purpose of the public hearing is to communicate information, it is desirable to provide a hospitable environment. If participants arrive at the hearing with a hostile attitude, there will be little chance of establishing a cordial or relaxed atmosphere. It is vital to anticipate and attempt to deal with the conditions that produce tension and hostility prior to the public hearing. Essentially, it is necessary to resolve, as much as possible, local objections to the project before the public hearing takes place. Ideally, all major areas of controversy should be resolved through informal discussions prior to the hearing date, and the public hearing should serve as the formal presentation of what has already been generally agreed.

In order to reach substantial consensus with a variety of groups and individuals potentially affected by a transportation project, it will be necessary to initiate public contact at the beginning of project development. For example, California requires that a public hearing be held as a first step in the planning process. In that case, the hearing is largely informational since little has been decided that early in the project. However, the public is provided a formal mechanism for being informed and has an opportunity to interact in the transportation planning process from the very beginning.

While an early formal public hearing is not used in Texas, the Action Plan specifies that informal public meetings (at least one) will be used in the pre-hearing stage. The general objective of these meetings is to provide a forum for discussion and the exchange of information. To be effective, this exchange must take place prior to the making of critical project decisions.

It is in these meetings that Department members and the citizenry become acquainted with each others' roles, needs, and interests that relate to the project. Since the Department is responsible for these meetings, it is important that these gatherings not be used for public relations effects. Problems that are project-related need to be identified, discussed, and solved so that the solutions can become part of the information used in subsequent decision-making. If these problems cannot be resolved, at least they are better identified for subsequent trade-off analyses.

It is extremely important to maintain the public nature of these sessions. While working-type meetings should be kept to a reasonable size, an open door policy must be followed to allow all interested citizens to attend. Alternately, when Department personnel are invited to discuss a project at meetings scheduled by community organizations, social/fraternal clubs, etc., invitations to the general public are probably best issued by the groups conducting the meeting.

By obtaining the names and addresses of those attending these meetings, the SDHPT can begin to develop a file of individuals and organizations that are interested in the project. Additional names can be obtained by asking for referrals from those attending the meetings and by contacting civic organizations and special interest groups. In

addition, others who initiate contact with the SDHPT can be added to the roster of potential hearing participants. The SDHPT can then begin to develop a nucleus of informed citizens by sharing project information and seeking input from those on the list.

Most communities contain a variety of functional organizations that exist to fulfill basic needs. The following list is representative of these groups:

- | | |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p>a. <i>Economic Groups</i></p> <ul style="list-style-type: none"> Service Clubs Chambers of Commerce Vocational Groups Unions Retail Merchants' Associations Farmers' Associations Boards of Banks, Corporations Professional Associations | <p>g. <i>Recreation Groups</i></p> <ul style="list-style-type: none"> Athletic Teams Athletic Clubs Social Enjoyment Groups |
| <p>b. <i>Government Groups</i></p> <ul style="list-style-type: none"> Political Party Organizations Good Government Leagues Patriotic and Veterans Associations Taxpayers Associations | <p>h. <i>Religious Groups</i></p> <ul style="list-style-type: none"> Churches and Synagogues Groups Associated with Churches and Synagogues Primarily Religious (Bible Study Groups, Worship Groups) Other (Clubs, Teams, Social Groups) |
| <p>c. <i>Planning Groups</i></p> <ul style="list-style-type: none"> Neighborhood Planning Associations Community Planning Associations Community Councils | <p>i. <i>Cultural Groups</i></p> <ul style="list-style-type: none"> Concert Societies Study and Forum Groups Art Societies Dramatic Groups Literary Societies |
| <p>d. <i>Housing Groups</i></p> <ul style="list-style-type: none"> Real Estate Associations Housing Associations | <p>j. <i>Welfare Groups</i></p> <ul style="list-style-type: none"> Charitable Organizations Boards of Social Agencies Welfare or Humane Associations |
| <p>e. <i>Education Groups</i></p> <ul style="list-style-type: none"> Better Schools Groups Parent-Teacher Organizations Adult Education Groups | <p>k. <i>Groups for Children and Youth</i></p> <ul style="list-style-type: none"> Child Welfare Organizations Big Brother Movement Police Athletic League Youth Organizations |
| <p>f. <i>Fraternal Groups</i></p> <ul style="list-style-type: none"> Nationality Group Fraternal Associations Other Fraternities, Lodges, Secret Societies | |

l. *Health Groups*

General Community Health Groups
Groups on Specific Diseases
(Cancer Society, Heart
Society, etc.)
Safety Council

m. *Intergroup Relations Groups*

General Groups
Groups Serving One Particular
Minority

n. *Community Organizations
Groups*

Chests
Councils
Coordinating Committees
Federations of Clubs
Other Intergroup Agencies
or Organizations

Obviously, not all of these are equally interested in general transportation project planning. In specific instances, however, any one of these groups may be affected and intensely involved. For that reason as well as the more general interest that would be evidenced by groups *a.* through *d.*, it is advisable that all be included in the checklist of individuals and groups to contact.

As the project planning develops and the general site is established, all residents living within a given distance of the proposed site can be added to the checklist and contacted by mail. They should be informed in detail about the history of the project and its current status. A clear understanding regarding their ability to participate should also be communicated. It is vital that all interested parties be fully informed of new facts and decisions so that there are no surprises when the hearing takes place.

The checklist of people can be organized so that names of people with particular interests in the project are grouped together for easier reference. For example, people living within a particular neighborhood may only be interested in the project to the degree that it affects their area. In such cases, it would be advantageous to be able to identify quickly those who are and are not interested in

a particular issue. This technique would be helpful in ensuring that no one is ignored inadvertently when meetings are announced that pertain to their special interest.

It has been suggested that people are more suspicious and hostile about an issue that affects their lives when they are excluded from participation in resolving the issue. It has also been postulated that lack of information regarding an issue can produce negative feelings that increase in intensity the longer they are held. In view of these factors, it is recommended that care be taken to develop an exhaustive checklist of interested persons so that information can be distributed in an effective manner.

B. Preparation For The Public Hearing

1. Items That Must Be Included In The Hearing

In preparing for the public hearing, SDHPT personnel should review appropriate federal and state documents or guidelines to insure that required topics are not overlooked during the hearing presentations. FHWA memoranda and the SDHPT's procedures manuals list in detail those items that must be covered at the public hearing. As a minimum, these topics include discussions of:

- (1) The relocation assistance program
- (2) Social, economic, and environmental effects of project alternatives, including the environmental impact statement
- (3) Right-of-way requirements

- (4) State-federal-local relationships
- (5) Invitation to present oral and/or written statements
- (6) Availability of information for inspection and copying.
- (7) Tentative schedules for right-of-way acquisition and subsequent construction

As indicated in SDHPT manuals, the extensiveness of the discussion of these topics varies. The relocation assistance program, for example, is presented in depth, both orally and in the relocation brochure. On the other hand, a straightforward and simple description of the appropriate governmental relationships, with regard to the proposed project, is all that is needed.

In discussing the social, economic, and environmental effects of the alternatives, SDHPT personnel should rely heavily upon the information prepared for inclusion in environmental impact statements. These materials are best presented if they are organized and developed for each of the project's major alternatives. After each alternative is presented, significant comparisons of the impacts should be made to point out some of the more important trade-offs.

2. Effective Public Hearing Displays

One of the more common shortcomings of public hearings is the lack of effective displays in conveying information to the audience. The primary reason is, of course, the fact that technical people tend to present material in a technical manner. Lay

persons do not understand schematic diagrams and are not accustomed to reading plan views. Very simply, the technical person and the lay person may not communicate effectively with one another on these occasions. Since there is no opportunity to train the lay person, it is necessary that the technical material be organized and presented for the layman.

A primary question on the mind of every person in attendance at the hearing is "How will the proposed project affect me?" This fact provides one of the keys to successful displays. The displays must provide mechanisms to relate the display to the real world. Prominent landmarks such as major streets, rivers, parks, large buildings, etc., must be identified in large, bold letters and should be readable from a distance of at least 15 feet. Each such identification should be paired with another information unit that allows the participant to identify quickly the point on the ground that corresponds to the point on the schematic diagram or mosaic. Schematic diagrams prepared for office use are seldom suitable for public hearing displays.

a. Guidelines For Improving Schematic Drawings For Public Hearing Use

- (1) Use large-scale drawings (i.e., 1 inch = 50 feet)
- (2) Omit contour lines, curve data, etc., leaving only drainage lines and property lines.
- (3) Outline the street system with bold lines (approximately 1/8" wide, preferably black on blue line prints).

- (4) Indicate each alternative by a separate color.
- (5) Provide local reference points (one each 3 to 4 feet along the schematic). Large buildings, major intersections, and parks are ideal reference points.
- (6) Clearly identify sensitive land uses (parks, schools, hospitals, rest homes, zoos, etc.) Distance from the proposed facility should also be provided for convenience.
- (7) Provide a clear space of at least 10 feet in front of the displays.

b. Guidelines For Using Aerial Mosaics

Aerial photographs assembled into a mosaic can be used effectively to provide the scale of the photograph in letters sufficiently large to allow detail and identification points to be visible.

- (1) Large-scale photographs (i.e., 1 inch = 200 feet minimum, 1 inch = 100 feet desirable) should be used.
- (2) Alternative routes should be identified using colored plastic overlays, and care should be taken that the features beneath the overlay still can be identified.
- (3) Frequent reference points should be provided in bold letters (major intersections, rivers, large buildings, etc.). Insure that the reference

point is two-dimensional.

- (4) Use color photographs when possible. These greatly increase the understandability of the mosaic.

c. Use Of Plan And Profile Drawings

The general public has considerable difficulty in understanding plan and profile drawings; therefore, they generally should not be used as formal displays. A few technically-trained persons may be in attendance; thus, a set of plan and profile sheets may be useful in answering specific technical questions.

d. Guidelines For Using Models

A physical model of the proposed alternatives can add greatly to the understanding of the project, particularly for complex projects. A few guidelines on their use can avoid adverse effects.

- (1) Model limits should extend to the first development beyond the project limits. Where view is a critical consideration, the limits should be extended to include any sensitive area.
- (2) Individual buildings should be indicated in plan view as a minimum or, more desirably, as a three-dimensional model.
- (3) Provide frequent reference points on the model (large buildings, major intersections, etc.).

e. Use Of Bar Charts

Bar charts are effective in comparing alternative

effects which can be quantified. Air pollution loads, number of persons displaced, acres of land used, and similar items can be displayed and understood in this manner.

f. Guidelines For Bar Graph Use

- (1) Large sheets of heavy poster board are very effective for displaying bar graphs.
- (2) Each alternative on the bar graph should appear in the same color as it does on the schematic diagram.
- (3) The scale should be sufficiently large to illustrate clearly the differences among the alternatives without placing undue emphasis on these differences.
- (4) Alternatives should be identified carefully in large, easily-readable letters.
- (5) The graph should be as simple as possible. Explanatory messages should not be necessary. The graph alone should convey the idea for the viewers.
- (6) Colors for the bars should be selected carefully. Soft pastel colors are very effective. Bright red, pink, yellow-green, and other very strong colors are objectionable. Often the reaction can be to the color, rather than to the facts presented by these colors. Desirable colors are medium blue, medium to dark green, golden yellow, and light brown, all of which have been found to

produce the least adverse reaction.

3. Use of Slides In The Hearing

It is important to emphasize the fact that a well-organized and well-prepared visual presentation can make a significant contribution to the success of the public hearing. As an aid to those responsible for the conduct of the public hearings, three 35-mm slide sets have been incorporated as a part of this report.

a. Introductory Slide Series

The visuals contained in the introductory slide series are designed for use at the opening of the public hearing. Following a brief welcome by one of the individuals conducting the hearing, these slides should be shown. The purpose is to emphasize the importance of transportation facilities to daily activities and to acquaint the public with the step-by-step procedure that is involved in the development of a highway facility, including the role that the public hearing plays in this process. It is suggested that the individual making the presentation be thoroughly acquainted with the script, so that it does not have to be read, but can be explained in the speaker's own words, following the sequence outlined in the text. As an additional consideration, the script for this set provides in several instances for the use of a specific slide taken in each particular district. It is felt that the public hearing is more effective when conducted with as much local orientation as possible. For example, a slide illustrating a typical scene from the West Texas area would be inappropriate at a public

hearing in the piney woods of East Texas. Therefore, selections of examples to illustrate certain points in the script have been left to the discretion of the personnel involved in the conduct of public hearings from each district.

b. Relocation Assistance Slide Series

This slide series presents the Relocation Assistance Program offered by the Department. Its purpose is to acquaint the persons in attendance at the hearing, particularly those who will have to be relocated, with the provisions of the program. Because the Relocation Assistance Program is quite detailed and should be explained fully, it is suggested that the prepared script be followed as closely as possible.

c. Slide Dictionary Of Technical Terms

This group of slides contains selected examples of illustrated technical engineering terms that frequently are used in the explanation of a highway project. This slide set is not intended as a complete presentation but as a source from which District personnel may select those slides that are appropriate for a particular project in which they are involved.

It is suggested that these slides serve as the basis for a reference file of slides illustrating various examples of traffic engineering improvements that must be explained to the public. Wherever possible, the slides should be taken at the actual sites within the District so that they could be used in conjunction with a particular project.

d. Guidelines For Making Slides For Public Hearings

- Do not photograph typewritten or computer printed material.
- Avoid the use of fine grid graph backgrounds.
- Try to convey only one idea per slide, maximum reading time of 30 seconds.
- Use a minimum amount of words and numbers to clearly convey the idea.
- Use at least 0.3 inch letter or number heights.
- Use bold strokes.
- Avoid vertical slides.

Reproductions of the three sets of slides and two accompanying scripts are included in Appendix "A".

e. Use Of Slides In Presenting Project Alternatives

One very effective method of relating the proposed improvement to the situation as it presently exists involves the use of a comparative slide presentation. To accomplish this, color slides must be taken prior to the hearing to include selected points along the proposed route that show at least one readily-recognizable landmark (intersection, building, river, etc.). An 8" X 10" color photograph is prepared from the slide, and then the design of the proposed improvement is superimposed, by technical artistry, onto the photograph. Another slide is then made of the composite photograph.

When the hearing takes place, the original slide of the present facility can be shown, followed by an explanation

of the specific features that will be altered if the proposed improvement is implemented. The artistic rendition of the proposed design provides a powerful reinforcement to the verbal presentation. Very little additional time is required during the hearing, but the provision of a visual illustration of the proposed improvement contributes substantially to the effectiveness of the hearing.

f. Use of Color Positive Transparencies

Another innovative idea that has proven to be very successful in one SDHPT District is the use of color positive transparencies made from aerial photographs. The color photograph is somewhat more expensive but offers a greater degree of flexibility since the transparency can be projected onto a large screen. This facilitates the explanation of areas affected by a proposed alternative route. The color makes the photographic projection easier to understand and relates to the ground location. Color transparencies on a one-inch equals 200 feet scale have been very successfully used for this purpose.

This type of presentation is particularly effective in situations involving a detailed discussion of individual land parcels in an urban area. Each parcel can be identified, and the effect of the transportation improvement illustrated in a manner that is easily understood by the audience.

4. Use Of The Registration Card

Registration cards permit a detailed record of those in

attendance, can be effectively used in the hearing follow-up program and in determining those persons who desire to make statements. The address and telephone numbers of the attendee are usually requested, along with information on any organizations for which the individual will serve as a spokesman. This information can be particularly valuable as a way of insuring that all groups are given an opportunity to present their views.

Whereas the opportunity to register should be offered to every person, no attempt should be made to force the individual to register against his or her will! Each person should be handed a registration card with a warm verbal invitation to complete it and return it to the registration desk. No additional coaxing is desirable.

Registration cards should be used at all public hearings and are desirable at informal meetings on the proposed project.

5. Arranging The Hearing Room

a. Selecting The Hearing Room

The location of the public hearing is critical to achieving a reasonable degree of participation. In most instances, a location very near the affected area will insure greater participation than one located some distance away. A room suitable to accommodate adequately about twice the number of expected participants should be selected. Schools, community centers, court houses, and churches have been used for this purpose. The Department District Office is a particularly poor site for a hearing in which any degree of controversy is expected because persons not favoring the proposed improvement

may perceive this as a hostile environment. This tends to inhibit the discussion and creates the impression that the Department is not being fully open in the matter. A neutral site, such as a school near the proposed location, is a far superior location.

When environmental issues prevail in relatively unspoiled rural areas, an open-air hearing can be utilized effectively to provide those in attendance first-hand experience with the nature of the area. This permits better understanding of the effects and reduces the probability of complaints from participants, such as, "We really did not know what the situation was." An alternate inclement weather meeting site must be provided.

b. Degree Of Formality In Hearings

The degree of formality used in the hearing should depend upon the nature of the audience expected. If the group expected is composed of predominantly professional people, a formal setting is probably necessary to provide the atmosphere to the hearing that is expected by professional persons. The use of a head table or lecturn would probably be very effective in this instance, as these people are accustomed to standing before people and presenting their ideas.

A predominantly blue-collar audience would, however, feel very awkward speaking from a podium, and the use of a less formal setting would be appropriate. A lecturn of minimum conspicuity would be the best choice, and an attempt to devise some way of permitting statements to be made from the floor

should be made. (This point will be discussed at greater length in a later section of this report.) A raised platform should be avoided at all costs, as this tends to give the impression of superiority over the attendees. Three general suggested guidelines are:

- Work from the same level as the audience
- Dress in a style that will make those in attendance feel comfortable; and
- Speak in a manner easily understood by the audience.

Avoid technical jargon and unusual words as this tends to give the impression of talking down to the audience.

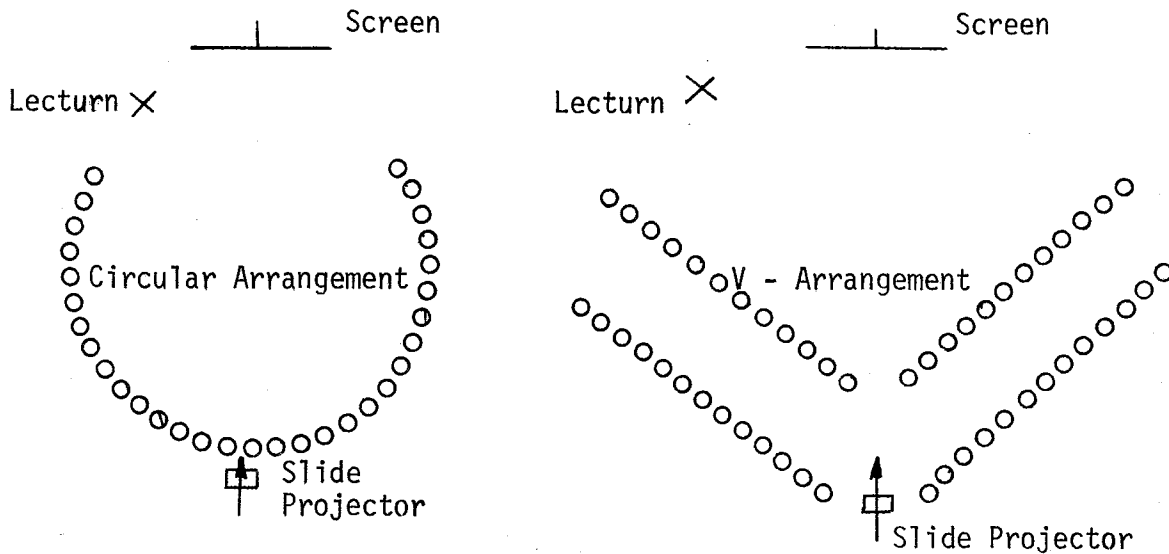
In many instances the audience is composed of persons from many different backgrounds. As a general rule, the less formal hearing environment is usually the more effective style. Again, it must be stressed that every hearing has its own unique characteristics, and the decision as to the degree of formality to use should be based on a thorough study of the persons who are likely to attend.

c. Arrangement Of The Chairs

Much of the first impression of the hearing situation comes from the arrangement of the chairs in the meeting room. As a general rule, three basic arrangements are used:

- (1) The circle - This arrangement facilitates face-to-face discussion, which is the most meaningful form of dialogue, and the circle denotes equality of the individuals. For audiences up to 30 persons, the circular arrangement with the Department

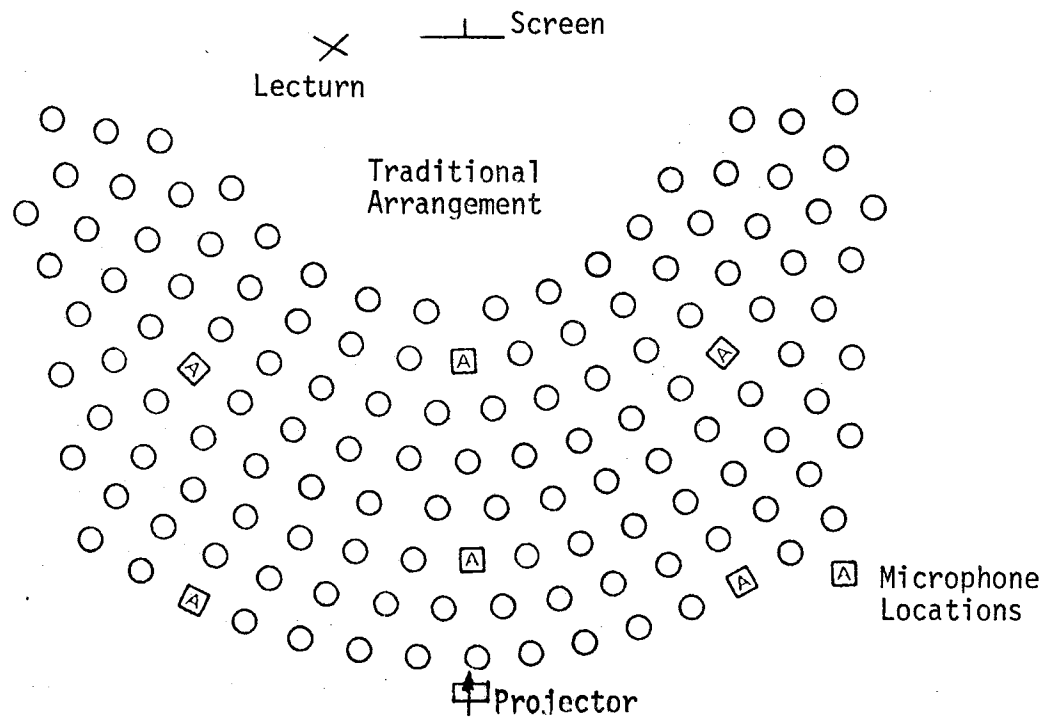
representatives scattered around the circle is most effective. For the formal presentations, one sector of the circle can be left open to facilitate slide projection and other visual aids. Following the break, the gap can be closed to create the full circle although this is not absolutely necessary to achieve the benefits of the circular arrangement. A variation of the circle arrangement is the open-ended U or the closed box configuration.



- (2) The V-Arrangement - This arrangement of chairs can be used effectively for audiences of up to 50 persons, although 35 or less usually are accommodated better. It offers some of the face-to-face advantages of the circle, but obviously a few people seated directly behind the speaker can not see his face as he speaks. For audiences

over 50 persons, the traditional arrangement is probably superior. Either the V or the U is somewhat less desirable than the circle, as it takes away some of the equality feature. The back row can never receive the same attention as the front row.

- (3) The Traditional Chair Arrangement - For large audiences, one of the traditional arrangements is probably best. As illustrated below, the rows of chairs are generally set in an arc around the central focal point. Most auditoriums are arranged in this fashion.



In summary, a quote from the work of Stone (2) is appropriate:

"Forty years of investigation and experimentation can be summed up in a single proposition: The success of a gathering of any kind is largely determined, not by the speaker, subject matter, or participants, but by the size, comfort, number, and location of the chairs."

While this statement is not entirely true in the case of public hearings, the seating arrangement is an often overlooked feature of the hearing that can add significantly to its success.

d. Location Of The Displays

The location of static displays will significantly affect their success. The ideal situation would be to have the displays inside the meeting room, just outside the seating area. This would permit the attendees to register, then examine the displays until the hearing begins. Unfortunately, these displays can not be utilized effectively during the formal part of the program. Locating the displays behind the lecturn or head table tends to discourage viewing prior to a formal invitation to do so as people are reluctant to come to the front. This is particularly true when the lecturn is on an elevated platform.

For large groups, several displays of exactly the same material are desirable as it is often impossible for everyone to get around all sides of the room. By locating the same material in several different places, maximum exposure is obtained. Therefore, the suggested guidelines for locating displays is to place them beside or behind the seating area.

e. Use of Microphones

The use of microphone systems that permit individuals to make statements from the floor is particularly valuable when the audience is composed of persons not accustomed to speaking before an audience. Three methods have been successfully utilized in this regard:

- (1) Directional Shotgun Microphone - This system is very effective and can be used even with rather large audiences. They are highly directional, however, and any noise emanating from the general area of the speaker will also be carried by the microphone.
- (2) Microphone Mixing - The use of multiple microphones, as illustrated in the traditional seating arrangement can be effectively utilized for audiences up to 200 persons. The microphones are fed into a mike mixer, and hence, to the speaker system and recorder. Such systems offer high-quality recording at low-cost, and all the statements made by any person will be recorded. If two persons speak at the same time, a garbled recording will result. Therefore, control of the meeting must be maintained at a very high level.
- (3) Hand-held Microphones - In this scheme multiple microphones on long extension cables are handled by Department personnel. As a potential speaker

is recognized, the nearest microphone is moved to his (her) location to receive the statement. Two distinct advantages result. First, by having the microphones isolated, fewer problems of several people speaking at once occur. Second, a better recording of the speakers can be obtained since they are speaking directly into the microphone.

For very large audiences, a combination of the formal presentation format and from-the-floor comments can be used. A microphone at the front of the room for formal presentations and statements by governmental officials can be combined with microphone stations on the floor from which the audience statements can be received. This eliminates the necessity of a person's having to speak from the podium but affords the opportunity to do so should the individual so desire.

V. CONDUCTING THE PUBLIC HEARING

A. Selection Of The Moderator

The moderator is the key person in the conduct of the hearing. The individual selected for this responsibility is, therefore, of utmost importance. As a general guideline, the moderator would have the following personal characteristics:

- (1) Be a people-oriented person
- (2) Have an outgoing personality
- (3) Possess the ability to develop rapport and communicate effectively with groups
- (4) Have the ability to maintain composure under pressure
- (5) Have a pleasant smile
- (6) Have an optimistic attitude

Whereas, these personal characteristics should be very carefully examined, the individual must also have extensive professional experience to moderate the hearing effectively. Some of the more critical professional characteristics that are desirable for the moderator are listed below:

- (1) Ability to take direct personal criticism of the Department without loss of composure
- (2) Knowledge of Departmental policy matters
- (3) Ability to speak with authority on Department policy matters
- (4) Knowledge is all phases of the highway design process.

Still a third level of factors should be considered in making the audience feel more comfortable. These include the items on the following page:

- (1) Ethnic composition of the audience
- (2) Predominant language style of the audience
- (3) Mannerisms or features that tend to be distracting

The moderator should be selected well in advance of the hearing in order to permit this individual to participate fully in the prehearing activities. This contact provides a wealth of information on the project that is invaluable during the conduct of the hearing. For example, he can be aware of the individuals who are responsible for specific decisions relating to the proposed facility and be able to direct questions to the appropriate individual. Careful selection of the moderator is most important in achieving the desired results from the hearing.

B. Organization Of The Attendees Presentations

The importance of getting the hearing started on an objective basis is most important. Should the first three or four statements be decidedly negative, then human nature makes it very difficult to stand up and voice a positive opinion. The larger the audience expected, the more significant this problem becomes. It is very important to organize the presentations so as to provide a balanced view. Using the registration cards and prior knowledge of the individual's position regarding the proposed project, a few (say 6 to 10) speakers can be paired such that half will hold positive views and half will hold negative views. This will tend to get the meeting off to a balanced start.

For groups of less than 25 persons, structuring the presentations is less critical since a more informal atmosphere can be created.

Indeed, the structuring itself can produce undesirable reactions. For small groups, organization of presentations is not recommended.

Over-organized presentations can also be detrimental. Following the first few speakers, a random pattern of presentations, taking each registration card in succession, should be used. In large hearings where individuals must walk long distances to the microphone, the succeeding speaker should be identified just prior to the introduction of the current speaker in order to permit this individual to walk to the microphone and be ready to speak at the appropriate time.

The moderator also has the responsibility to insure that the audience understands that statements of position and questions that have not been answered satisfactorily by the Department staff members are those desired at the hearing. They should be advised that questions should first be posed to Department representatives during the break. Questions not resolved in this manner should be read into the record in order that the Department might be able to respond to that individual after further study of the question posed. The audience should be advised further that they should not necessarily expect an immediate answer to all their questions; however, they should be assured that all questions will be answered either verbally during the hearing or in writing after additional study.

C. Responding To Participants' Statements

As a general guidelines, the moderator should not respond to participants' statements except to thank them for their contribution. Where grossly inaccurate facts have been presented by a participant, a simple statement of clarification is appropriate, but no argumentative statements or counter presentations ever should be attempted.

The "thank you" should always conclude with the individual's name. This provides an identification at the end of the statement, in addition to the introduction, that can be very useful when usually long statements are given.

D. Responding To Direct Questions

When direct questions are asked of the Department or one of the Department representatives, it is incumbent upon some Department member to respond. No attempt should be made to "fake" an answer. Should sufficient information be available to provide a meaningful answer, then a completely honest response at that time is appropriate. If insufficient information is available, the best response is "We do not have sufficiently-detailed information to answer your question accurately at this time. We will study the matter in detail in the next few days and report our findings to you in "X" days (weeks)". The shortest possible time should be specified and, should the response be delayed, a telephone call to the individual indicating the reason for the delay and the date that the response can be expected is good public relations.

Responses to questions should always be as brief as possible. Long and involved discussion about the facts of the situation, followed by the answer, usually clouds the issue and creates mistrust on the part of the participants. A simple statement to the effect: "Our study of the facts in this matter lead us to the conclusion that -----." "These facts are available in our "X" report for your examination," will be sufficient. It should be remembered that the same facts viewed by two different persons may not result in the same conclusion.

Therefore, it is highly probable that the person raising the question may not accept the answer unless it agrees with the conclusion already reached by that person.

E. Handling Difficult Speakers

A few persons in attendance at the hearing, particularly individuals with controversial ideas, are opposed to any change, regardless of the justification for the improvement. The primary weapon that these people have is the microphone. They generally use an emotional appeal to try to generate sentiment for their position. When it becomes apparent that an individual is using the podium for purposes other than making a position statement, the moderator should gently remind the speaker that the purpose of the hearing is to provide an opportunity to present a brief statement and they should present their statement. The general key to recognizing the possibility of a difficult speaker is his or her introductory remarks. A commonly used strategy is to identify themselves as the representative of a group in order to gain credence. The introduction is then followed by a general attack on Departmental decisions that bears no relationship to the proposal under consideration. Or, the person may ask a rapid series of questions on the proposal, worded to produce doubt as to the credibility of public officials while not waiting a sufficient length of time between questions to permit a response.

Great care must be exercised by the moderator to insure that the benefits to be gained by cutting off a speaker who obviously is not making a statement are greater than those to be gained by letting them run their course and demonstrate their intentions to the audience.

By reading the audience's reaction, the moderator can obtain a general feel for their reaction to the speaker. As a suggested guideline, when there is doubt the speaker should be allowed to continue.

VI. FOLLOWUP OF HEARING

A. The Importance Of The Followup

The public, in general, feels that nothing ever happens as a result of the hearing. While professionals in the field know that this is not true (i.e., a recent survey indicated that more than half the projects in Texas had significant changes as a result of the hearing), the public is not aware of these changes. A follow-up program to the public hearing can greatly improve this situation.

B. Postcard Or Letter Followup

As a public relations activity, a general postcard or letter indicating appreciation for the participation in the hearing, inviting the participants to submit written statements, and giving them an address and telephone number to contact persons in the district office can be most effective. Such materials should be prepared prior to the hearing so that only an address need be added for mailing. This is a very low-cost public relations move which can greatly increase the open image that is so important to the Department.

The general letter format indicating how specific questions raised during the hearing have been resolved can also be very effectively utilized. Such letters usually come out four to six months after the hearing. These would normally include a brief summary of the significant changes resulting from the hearing and an invitation to visit the district office and examine the documentation material available on the issue. This serves both an informational and public relations purpose.

C. Reacting To Specific Unanswered Questions

Questions to which no satisfactory response was made during

the hearing must be responded to in writing following the hearing. A list of these questions should be extracted from the hearing transcript and matched with the individual's registration card. When the study has been completed and a decision reached, this information should be included in a letter to the individual even if the decision is not the one desired by the individual. Failure to respond to the questions is far more detrimental than a letter presenting an unfavorable decision.

SOURCE DOCUMENTS

- (1) Fielding, Gordon J. "Group Dynamics in the Urban Freeway Decision Process." Final Report HPR-PR-1(6) A1002, State of California Transportation Agency.
- (2) Stone, Donald and Alice. "The Administration of Chairs." Public Administration Review, January/February, 1974, pp. 71-77.
- (3) Adkins, William and Dock D. Burke. "Citizen Participation." Social, Economic, and Environmental Factors in Highway Decision Making, Research Report 148-4, Texas Transportation Institute, April 1974, pp. 30-50.
- (4) Policy and Procedures Memorandum 81-1, Federal Highway Administration, January 1973.
- (5) Relocation Assistance Program Brochure, Texas Highway Department File No. 15.636, Revised 8-71.
- (6) Operations and Procedures Manual, Part II Highway Design Division, Texas Highway Department, 1972 Edition.
- (7) Perfater, Michael A., "Citizen Participation and the Role of the Public Hearing," Research Report VHTRC 75-R36, Virginia Highway and Transportation Research Council, February 1975.

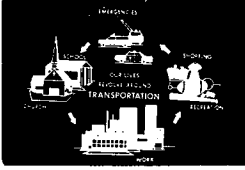
Appendix "A"
Slide Series and Scripts

INTRODUCTION PRESENTATION
INCREASING THE EFFECTIVENESS OF

Narrative

PUBLIC HEARINGS

Visual

| | |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------|
| <p>We are here today on behalf of the State Department of Highways and Public Transportation to present our ideas for the (specific type of roadway) that has been proposed for (specific roadway location) and to provide an opportunity for you to ask questions and make comments about any aspect of the project. Keep in mind that if this roadway is approved and built, it will constitute an integral part of the transportation system for this area.</p> | <p>(Select slide of typical roadway in the local area which is similar to the one under consideration).</p> |
| <p>We all know that the transportation system is vital to the life-blood of the community. We use it for:</p> <p><i>Traveling to our jobs</i></p> <p><i>Getting an education</i></p> <p><i>Attending church</i></p> <p><i>Obtaining goods and services</i></p> <p><i>Utilizing emergency facilities when the need arises</i></p> <p>-or-</p> <p><i>Visiting recreational facilities and enjoying other leisure-time activities.</i></p> | <p>#1</p>  <p>Intro - 1</p> |
| <p>The construction of a highway is accompanied by a tremendous expenditure of money.</p> | <p>#1--Continued</p> |

| <i>Narrative</i> | <i>Visual</i> |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------|
| <p>Therefore, the first requirement to be satisfied before a highway project can be undertaken is that it must be needed to provide a public service to the community.</p> | <p>(Select a slide from the local area of a similar roadway to the one being discussed in the hearing).</p> |
| <p>Any citizen or group of citizens may initiate a request for a roadway --</p> | |
| <p>This request may be made directly to the State Highway Commission in Austin or ...</p> | |

*Narrative**Visual*

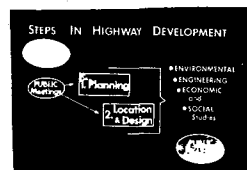
At the District Office of the State Department of Highways and Public Transportation.

Frequently, the city transportation plan is used as a basis for requesting a roadway. Every major city in Texas has developed an overall transportation plan. From this plan, design engineers determine several feasible alternative routes that would be compatible with the other transportation facilities in the area.

Regardless of the type of roadway--whether it be a freeway or a farm-to-market road--there is a step-by-step procedure that always takes place as the project develops from conception to construction. The fact that there is a need for the roadway is the spark that initiates the following process of highway development.

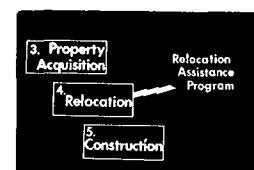
- *Public Need*
- *Planning*
- *Design*
- *Property Acquisition*
- *Relocation of People*
- *Construction*

(Plan for local area may be displayed to illustrate concept).



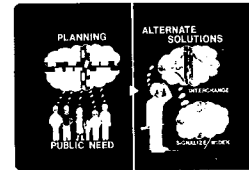
Intro 2

Intro 3



*Narrative**Visual*


Once the need has been established, the first step in the process involves *Planning* the roadway. The planning required is not a piecemeal effort, but must be thorough and exact, and must take into consideration automobiles, buses, bicycles, commercial vehicles, and pedestrians.



Intro 4

Extensive studies are conducted to determine the potential environmental impact of the roadway. Air and water pollution as well as the anticipated changes in the noise level are carefully examined. Potential effects on wildlife are unusual plant life are also studied. All aspects of the environment are protected to the greatest possible extent.

The various available alternative routes are explained in detail and much of the material to be discussed here today (tonight) has come from these studies. We will attempt to identify the alternatives with the least detrimental effect which provide the services needed by persons who use the facility and by those who live in the immediate vicinity.

| <i>Narrative</i> | <i>Visual</i> |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------|
| <p>As a result of traffic studies we are able to answer important questions about the roadway. For example:</p> <p><i>The traffic demand</i></p> <p><i>The types of vehicles to expect</i></p> <p><i>Pedestrians, bicycle needs</i></p> | |
| <p>Details for the layout of the roadway initially are determined in the preliminary <i>Design</i> phase of the project.</p> |  <p>Intro - 4A</p> |
| <p>It is during this step that the physical features of the roadway are considered.</p> | |

*Narrative**Visual*

Specifically, some of these considerations include:

Number and width of the travel lanes

Shapes of the intersections

Heights of the curbs

Design of the drainage structures

Provision of overpasses and underpasses

However, we need to emphasize that final decisions have not been made. At this point, the considerations are only *preliminary*.

We are ready at this time to conduct a *Public Hearing*, which is now taking place in our current project.

Select slide from local area which has an interesting view.

*Narrative**Visual*

| | |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------|
| <p>The purpose of the hearing is to provide those individuals who have an interest in the project, particularly those whose property may be involved, with the opportunity to examine the displays showing the proposed location and design of the roadway.</p> | |
| <p>We will do our best to explain fully the details of the project and then give you an opportunity to comment or provide input regarding any matter you may want considered. Written statements are also welcomed or they may be mailed directly to the State Department of Highways and Public Transportation District Office, in care of the District Engineer, within 10 days.</p> | <p>Select a slide showing a rather complicated design feature in the local area.</p> |
| <p>Your comments at the hearing today will be recorded so that they may be submitted to our Headquarters Office in Austin and to the Federal Highway Administration in Washington. They will be considered in making the final decisions for the location and design of the roadway.</p> | |

*Narrative**Visual*

When the final location and design decisions have been made, we will be ready to purchase the right-of-way required. The market value of the land involved is determined by a team of appraisers from the local area.



Intro - 5

Following approval of the appraisal by state officials, negotiations for purchase are begun with the owner.

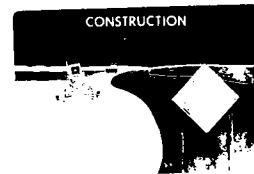
Generally, property is purchased as a result of direct negotiation between the right-of-way agent and the property owner. If the property owner is not satisfied with the payment he is offered, there are civil appeal routes available for final property value determination.

*Narrative**Visual*

With negotiations completed, the right-of-way must be cleared. If residences or businesses are to be relocated, the persons involved will be contacted by our relocation assistance representative. We will discuss the Relocation Assistance Program in greater detail a little later.

Slide from local area depicting the clearing and grubbing operations.

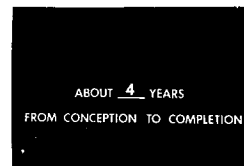
Now that all the preliminary steps in the highway development process have taken place, we are ready to take the final step and begin *Construction* of the roadway. Of course, the construction stage is most apparent because of the obvious presence of equipment and activity at the construction site.



Intro 6

Barring any unforeseen difficulties, construction will progress until the facility is completed and ready for public use. It is difficult to predict the time involved because each project is unique. However, an average of "x" years would be a good estimate of the time span from conception to completion of this particular roadway.

(Select slide with appropriate time)

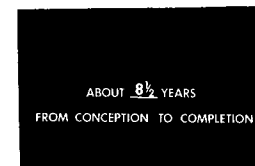


Intro - 7

Intro - 8




Intro - 9



PUBLIC HEARINGS
RELOCATION ASSISTANCE PROGRAM

Narrative

Visual

| | |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------|
| <p>The Relocation Assistance Program of the Texas State Department of Highways and Public Transportation is designed to minimize the inconvenience and the financial hardships to persons displaced by highway projects.</p> | <p>RELOCATION ASSISTANCE PROGRAM Texas State Department of Highways and Public Transportation RLA - 1</p> |
| <p>If you must move, several services are available to you.</p> | <p>RLA - 2</p> |
| <p>Our first service is assistance in finding replacement houses and business locations. Should you want or need help, we will be happy to furnish you with listings of properties that are available.</p> | <p> RLA - 3</p> |

Narrative

Visual

The houses that we list must be decent, safe and sanitary; reasonably suited to your needs; and within your financial means.



RLA - 4

To be eligible for these relocation services, you must be living in the property to be acquired on the date the initial offer is made for the purchase of that property. Some of these benefits require occupancy for some period prior to the first offer. An untimely move may result in the loss of relocation benefits which might otherwise be due you. We might repeat that. An untimely move may result in the loss of any relocation benefits which might otherwise be due you. Once the offer is made for the property, you will be personally contacted and advised that you have a minimum of at least 90 days before you have to move.



RLA - 5

It is the policy of the Texas State Department of Highways and Public Transportation and the U. S. Department of Transportation that no person shall be displaced unless and until replacement housing is made available to the family or individual who is required to relocate. This available housing must be open to persons regardless of race, color, religion, or natural origin, subject only to such exceptions as provided by the laws on civil rights.



RLA - 6

Narrative

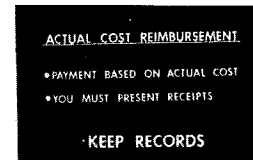
Visual

As our second service, the Texas State Department of Highways and Public Transportation will reimburse you for moving expenses of your personal property up to a maximum distance of fifty miles. Reimbursement is made in either of two ways:



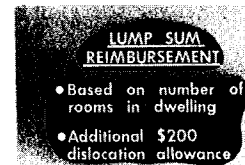
RLA - 7

If you choose reimbursement for actual expenses incurred in moving your personal property, you must have receipts for these expenses.



RLA - 8

A second method of reimbursement is the room count schedule method. If you are a homeowner or a tenant and elect to be paid on the basis of this schedule, you will also receive an additional \$200 for a dislocation allowance.

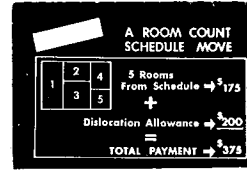


RLA - 9

Narrative

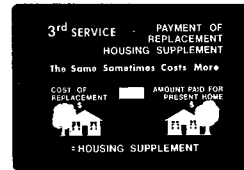
Visual

Let's look at an example: If you now live in a 5-room home, you would receive \$175 from the schedule plus the \$200 dislocation allowance, for a total of \$375 for moving yourself based on the scheduled move.



RLA - 10

Our third service is payment of a replacement housing supplement. A housing supplement is a payment representing any difference between the price the State paid for your home and the price of a functionally comparable home today.



RLA - 11

In other words, to replace your home with a functionally comparable home, it may cost you more than the fair market value that legally may be paid for your former home.

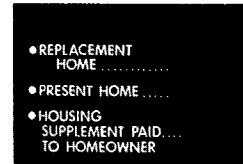


RLA - 12

Narrative

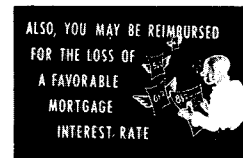
Visual

For example: The fair market value of your present home which the State can legally pay you is \$15,000. It is determined that a functionally comparable replacement home is not available on the market for less than \$18,000; therefore, the State would provide you with a housing supplement of \$3,000 which when added to the \$15,000 paid you by the State would enable you to purchase the functionally comparable home. In many cases, functionally comparable replacement homes are available on the market for the fair market price you were paid for your former home. In these instances, there would be no housing supplement.



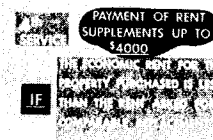
RLA - 13

In addition, you may be reimbursed for the loss of a favorable mortgage interest rate.



RLA - 14

Our fourth service is payment of a rent supplement up to a \$4,000 maximum if the actual rent of a tenant or the rental value of an owner's dwelling is less than the rent required for comparable replacement quarters. This service is available to owner-occupants choosing to rent replacement quarters, as well as tenants, provided they occupied the purchased property at least 90 days prior to the first offer.



RLA - 15

Narrative

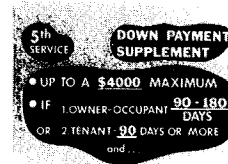
Visual

A rent supplement, as calculated by the relocation advisor, may be paid in a lump sum or in four equal installments on an annual basis as chosen by the displacee.



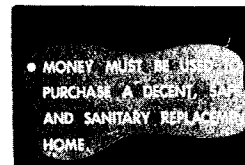
RLA - 16

Our fifth service is a down payment supplement up to a \$4,000 maximum. If you are an owner-occupant for less than 180 days, or you are a tenant for more than 90 days, ...



RLA - 17

and you use the money to purchase a decent, safe and sanitary replacement home, you must have occupied the property on the date of the first offer to purchase the property.

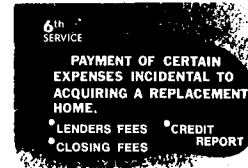


RLA - 18

Narrative

Visual

Our sixth service is payment of certain expenses necessary for you to acquire your replacement home -- such as lenders fees, closing costs, credit reports, and others. Prepaid items such as insurance and taxes are not covered.



RLA - 19

Also, a property owner who sells his property to the State may be eligible for payment of certain expenses incidental to transferring ownership to the State....such as recording fees, mortgage prepayment penalty, and transfer taxes.



RLA - 20

Our seventh service is relocation assistance for businesses that must be relocated because of highway construction.



RLA - 21

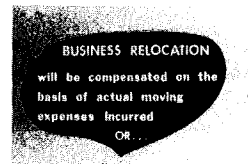
Narrative

Visual

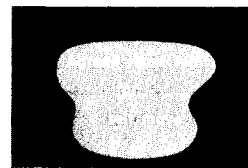
As explained previously, relocation reimbursement for a business establishment will be compensated on the basis of actual moving expenses incurred.

Or

The owner may choose a self-move, in which case he will receive a "lump sum" agreed upon by both parties.

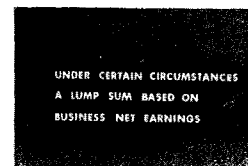


RLA - 22



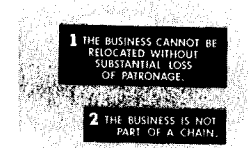
RLA - 23

If a businessman chooses not to relocate his establishment, he may take a business net earnings allowance.



RLA - 24

To be eligible for this benefit, each of these qualifications must be met: 1) the business cannot be relocated without substantial loss of patronage. 2) the business is not part of a chain. 3) the business is major source of income for owner. (This service is also available for a displaced farm operation.)

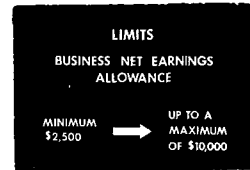


RLA - 25

Narrative

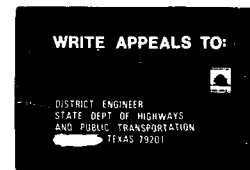
Visual

The reimbursements under the business net earnings allowance service range from a minimum of \$2,500 to a maximum of \$10,000.



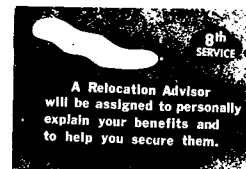
RLA - 26

If you have been denied a payment which you believe you should have received or if you are dissatisfied with the relocation assistance offer that was made, you may appeal these decisions by writing to Mr. (Name of District Engineer), District Engineer, Texas State Department of Highways and Public Transportation, (City), Texas (Zip).



RLA - 27


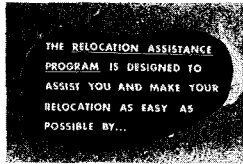

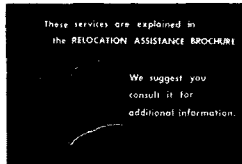
Our eighth service is to provide personal assistance. A relocation advisor will be assigned to explain your benefits and to help you secure them.



RLA - 28

Narrative

Visual

| | |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p>An additional service we have is an advisory service to all occupants being displaced together with the occupants of property immediately adjacent to the real property that is acquired when they suffer substantial economic injury because of the acquisition. This is a limited relocation advisory service that does not include any of the monetary payments.</p> |  <p>RLA - 29</p> |
| <p>Our program is designed to bring you at the proper time all the notices, explanatory material, and personal aid you will need to make your relocation as beneficial and easy as possible.</p> |  <p>RLA - 30</p>  <p>RLA - 31</p> |
| <p>The Relocation Assistance Program is explained in more detail in a brochure provided by the Texas State Department of Highways and Public Transportation. We would like to ask each of you who feels your property might be involved in this project to get one of the brochures as you leave. We do have a limited supply of these brochures printed in Spanish, so if this will be more meaningful to you, please ask for it specifically. In case there are not enough brochures for everyone, if you will leave your name and address, we will promptly mail one to you.</p> |  <p>RLA - 32</p> |

Narrative

Visual

If, in the months ahead, you would like more information, call (telephone number of district office). I would like to point out that this telephone number, as well as the previously mentioned address, is on the back of the brochure.



RLA - 33

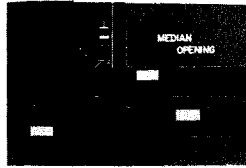
On behalf of the Texas State Department of Highways and Public Transportation, we wish to thank you for your interest in our program and encourage you to get in touch with us if you desire further information.

THANK YOU

Texas State Department of Highways
and Public Transportation

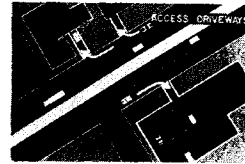
Visual

Visual



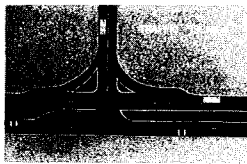
MEDIAN OPENING

TD-1



ACCESS DRIVEWAYS

TD-2



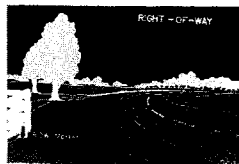
TRAFFIC ISLANDS

TD-3



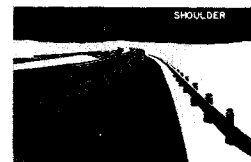
CLIMBING LANE

TD-4



RIGHT-OF-WAY

TD-5

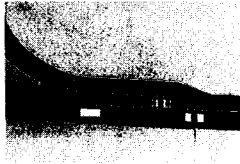


SHOULDER

TD-6

Visual

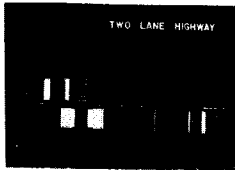
Visual



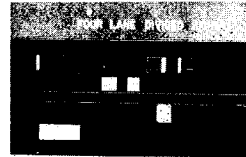
SPEED CHANGE LANE
TD-7



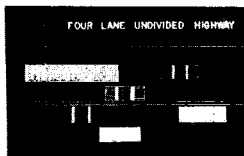
FOUR LANE STREET WITH
FLUSH MEDIAN
TD-8



TWO LANE HIGHWAY
TD-9



FOUR LANE DIVIDED HIGHWAY
TD-10



FOUR LANE UNDIVIDED
HIGHWAY
TD-11



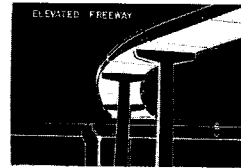
MULTI-LANE UNDIVIDED
HIGHWAY
TD-12

Visual

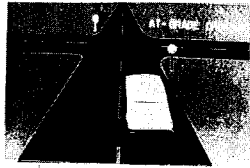
Visual



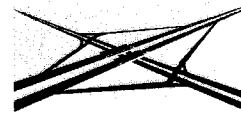
MULTI-LANE DIVIDED
HIGHWAY
TD-13



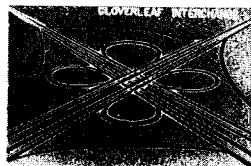
ELEVATED FREEWAY
TD-14



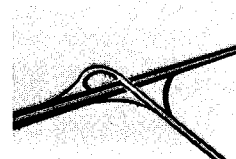
AT-GRADE CROSSING
TD-15



DIAMOND INTERCHANGE
TD-16



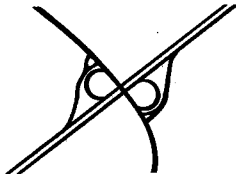
CLOVERLEAF INTERCHANGE
TD-17



TRUMPET INTERCHANGE
TD-18

Visual

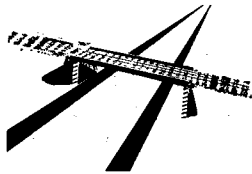
Visual



LOOP RAMP
TD-19



OVERPASS
TD-20



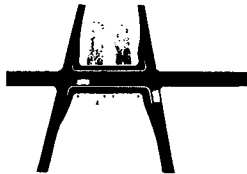
UNDERPASS
TD-21



REST AREA
TD-22



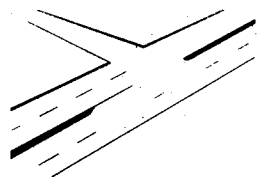
CATTLE UNDERPASS
TD-23



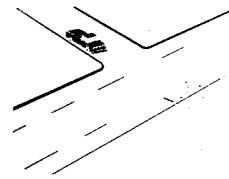
TURNAROUND
TD-24

Visual

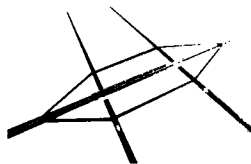
Visual



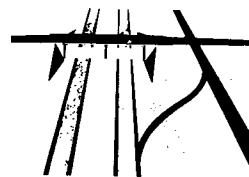
FOUR LANE STREET WITH
RAISED MEDIAN
TD-25



FOUR LANE STREET
WITHOUT MEDIAN
TD-26



SPLIT DIAMOND
TD-27



SLIP RAMP
TD-28

APPENDIX "B"
QUESTIONNAIRE

APPENDIX B

PROJECT 185

INCREASING THE EFFECTIVENESS OF PUBLIC HEARINGS

Questionnaire Part "A"

(Questions to be Asked by Interviewer)

1. In your opinion, what are the present objectives of a public hearing?

(Discussion of Present Objectives)

2. In your opinion, what should be the objectives of a public hearing?

(Discussion of Desirable Objectives)

Administer Part "B" Questionnaire

(Interviewer will not discuss the questionnaire with the individual until after he responds to all the statements.)

3. Based on your experience with the conduct of public hearings, what would you say are the necessary factors that contribute to a successful public hearing?

(Discussion of Desirable Factors)

4. Considering the list of statements in Part "B" rank the top five areas which you consider to be most important and then rank the five which you consider least important in a successful hearing.

PROJECT 185

INCREASING THE EFFECTIVENESS OF PUBLIC HEARINGS

Please Respond to the Following Statements Regarding Public Hearings:

1. The public hearing should obtain, to the degree possible, a representative community view of the need for the project. Yes No
2. The hearing should be conducted in a manner that will convince the individuals directly affected by the project that they will receive just compensation. Yes No
3. The general negative attitude toward the project and the Highway Department of those present at public hearings should be recognized, but an effort to change that attitude need not be attempted. Yes No
4. The hearing should provide an opportunity for all interested persons to present their points of view regardless of the degree of direct effect the project has on them personally. Yes No
5. The highway design process and the role that the public hearing plays in the process should be explained. Yes No
6. The proposed design of the roadway access to property should be explained at the hearing. Yes No
7. An effort should be made to convince the audience of the necessity of this project in the total transportation system of the area. Yes No
8. The Department should attempt to "sell" the project to the audience by concentrating on the desirable features and minimizing the undesirable features of the proposed facility. Yes No
9. The relocation assistance program available to those persons affected by the project should be explained in detail. Yes No
10. The objections raised to the proposed project should be countered by the Department representatives present at the hearing whenever possible. Yes No

11. Both the advantages and disadvantages of all feasible alternatives should be presented in general terms. Yes No
12. The total transportation requirements of the area and the effects of the proposed project on these requirements need not be discussed at the hearing. Yes No
13. The public hearing serves to identify those persons or organizations opposed to the improvement. Yes No
14. The public hearing should be conducted in a manner which will encourage support of the project from those persons who are as yet uncommitted. Yes No
15. Only the questions of those persons directly affected by the project should be answered by Department representatives at the hearing. Yes No
16. The public hearing should be the primary means of public involvement in the route selection and design process. Yes No
17. Every effort should be made during the hearing to insure that a representative view of those present is heard. Yes No
18. Only the benefits of the proposed improvement need to be presented during the hearing. Yes No
19. The primary purpose of the public hearing is to satisfy the Federal requirements. Yes No
20. The public hearing should serve to permit individuals to air their points of view without reaction or response from Department representatives unless a direct question is asked of them. Yes No

APPENDIX "C"
SUMMARY OF QUESTIONNAIRE RESPONSES

SUMMARY OF QUESTIONNAIRE RESPONSES
COMPOSITE SAMPLE

| Question Number | Number of Yes Responses | Number of No Responses | Total Number of Responses | Percent Yes | Percent No |
|-----------------|-------------------------|------------------------|---------------------------|-------------|------------|
| 1 | 19 | 0 | 19 | 100 | 0 |
| 2 | 18 | 0 | 18 | 100 | 0 |
| 3 | 10 | 12 | 22 | 45.5 | 54.5 |
| 4 | 18 | 1 | 19 | 94.7 | 5.3 |
| 5 | 19 | 0 | 19 | 100 | 0 |
| 6 | 18 | 1 | 19 | 94.7 | 5.3 |
| 7 | 18 | 1 | 19 | 94.7 | 5.3 |
| 8 | 3 | 17 | 20 | 15.0 | 85.0 |
| 9 | 15 | 4 | 19 | 78.9 | 21.1 |
| 10 | 5 | 14 | 19 | 26.3 | 73.7 |
| 11 | 19 | 0 | 19 | 100 | 0 |
| 12 | 3 | 17 | 20 | 15.0 | 85.0 |
| 13 | 11 | 10 | 21 | 52.4 | 47.6 |
| 14 | 15 | 5 | 20 | 75.0 | 25 |
| 15 | 1 | 18 | 19 | 5.3 | 94.7 |
| 16 | 6 | 16 | 22 | 27.3 | 72.7 |
| 17 | 16 | 3 | 19 | 84.2 | 15.8 |
| 18 | 0 | 19 | 19 | 0 | 100 |
| 19 | 3 | 17 | 20 | 15.0 | 85.0 |
| 20 | 16 | 3 | 19 | 84.2 | 15.8 |

Criteria for Statification

| | |
|--------------------------|-------------|
| Strong Positive Reaction | 80-100% Yes |
| Positive Reaction | 60- 79% Yes |
| Neutral Reaction | 40- 59% Yes |
| Negative Reaction | 20- 39% Yes |
| Strong Negative Reaction | 0- 19% Yes |

PROJECT 185
SUMMARY OF QUESTIONNAIRE RESPONSES

STRONG POSITIVE REACTION

1. Representative of community view regarding need for project (Q1)
2. Affected persons should be convinced that they will receive just compensation (Q2)
3. Provide opportunity for all interested persons to react to the project (Q4)
4. Role of public hearing in design process should be explained (Q5)
5. Access to property should be explained (Q6)
6. Convince audience that project is necessary to the total transportation system of the area (Q7)
7. Advantages and disadvantages of all feasible alternatives should be explained (Q11)
8. Effort to insure representative view of those present (Q17)
9. Individuals to air view with no response except when a direct question is posed of Department personnel (Q20)

POSITIVE REACTION

1. Relocation Assistance should be explained in detail (Q9)
2. Support of uncommitted persons at hearing should be encouraged (Q14)
3. Public hearing should be the primary means of public involvement in the location and design process (Q16)

NEUTRAL REACTION

1. Negative attitude toward Department should be changed (Q3)
2. Identifies persons or organizations opposed to improvement (Q13)

NEGATIVE REACTION

1. Objections raised should be countered whenever possible (Q10)

STRONG NEGATIVE REACTION

1. Department should attempt to sell project (Q8)
2. Total transportation requirements of area need not be discussed (Q12)
3. Only questions of persons directly affected by the project should be answered (Q15)
4. Only the benefits of the project need be presented (Q18)
5. Primary purpose is to satisfy the Federal requirements (Q19)

COMPARISON OF URBAN AND RURAL DISTRICT RESPONSES

| Question | Urban Districts | | | | Statistical Significance* | Rural Districts | | | |
|----------|-----------------|-------|----|-------|------------------------------|-----------------|-------|----|-------|
| | Yes | | No | | | Yes | | No | |
| | No | % | No | % | | No | % | No | % |
| 1 | 7 | 100.0 | 0 | 0 | NS | 12 | 100.0 | 0 | 0 |
| 2 | 6 | 100.0 | 0 | 0 | NS | 12 | 100.0 | 0 | 0 |
| 3 | 6 | 66.7 | 3 | 33.3 | NS | 4 | 30.8 | 9 | 69.2 |
| 4 | 6 | 85.7 | 1 | 14.3 | NS | 12 | 100.0 | 0 | 0 |
| 5 | 7 | 100.0 | 0 | 0 | NS | 12 | 100.0 | 0 | 0 |
| 6 | 7 | 100.0 | 0 | 0 | NS | 11 | 91.7 | 1 | 8.3 |
| 7 | 7 | 87.5 | 1 | 12.5 | NS | 11 | 100.0 | 0 | 0 |
| 8 | 0 | 0 | 7 | 100.0 | NS | 3 | 23.1 | 10 | 76.9 |
| 9 | 4 | 57.1 | 3 | 42.9 | NS | 11 | 91.7 | 1 | 8.3 |
| 10 | 1 | 14.3 | 6 | 85.7 | NS | 4 | 33.3 | 8 | 66.7 |
| 11 | 7 | 100.0 | 0 | 0 | NS | 12 | 100.0 | 0 | 0 |
| 12 | 3 | 37.5 | 5 | 62.5 | NS | 0 | 0 | 12 | 100.0 |
| 13 | 5 | 62.5 | 3 | 37.5 | NS | 6 | 46.2 | 7 | 53.8 |
| 14 | 5 | 71.4 | 2 | 28.6 | NS | 10 | 76.9 | 3 | 23.1 |
| 15 | 0 | 0 | 7 | 100.0 | NS | 1 | 8.3 | 11 | 91.7 |
| 16 | 0 | 0 | 7 | 100.0 | NS | 6 | 40.0 | 9 | 60.0 |
| 17 | 5 | 71.4 | 2 | 28.6 | NS | 11 | 91.7 | 1 | 8.3 |
| 18 | 0 | 0 | 7 | 100.0 | NS | 0 | 0 | 12 | 100.0 |
| 19 | 0 | 0 | 7 | 100.0 | NS | 3 | 23.1 | 10 | 76.9 |
| 20 | 6 | 85.7 | 1 | 14.3 | NS | 10 | 83.3 | 2 | 16.7 |

* Snedecor, "Statistical Methods," Pages 4-5, Confidence Interval for the Binomial Distribution

PROJECT 2185

ANALYSIS OF DIFFERENCES IN URBAN AND RURAL DISTRICT RESPONSES
TO THE PUBLIC HEARINGS QUESTIONNAIRE

While none of the contrasts were significant at the 5% level, the following findings are indicated from the survey:

1. The rural districts are more inclined to use the public hearing as a forum for selling the project than are the urban districts.
2. The rural districts see less need to relate a specific project to the total transportation needs of the area.
3. The rural districts tend more toward using the public hearing as the primary means of public involvement in the highway location and design process.
4. While more than three-quarters of the rural district respondents felt otherwise, a much larger proportion of rural district personnel feel that the primary purpose of the public hearing is to satisfy federal requirements.

FINDINGS FROM THE PERSONAL INTERVIEWS

1. The objective of the public hearing is three-fold: (a) to satisfy the federal requirement; (b) to tell the people what the Department is planning; and (c) to obtain the people's reaction to the proposal.
2. There is a need to lessen the formality of public hearings.
3. Special approaches are necessary for public hearings in predominantly minority areas.
4. The procedures recommended in this project must not be rigid.
5. There is a need for visual aides to explain the City--State, County--State, and State--Federal relationships.
6. The recess is one of the more important elements of the hearing and should not be reduced or eliminated.
7. The use of non-Highway Department people to conduct the hearings was met with mixed reactions. There was no real pattern to the responses.
8. The need for a general movie of 5 to 10 minutes to begin the hearing also met with mixed reaction. The urban areas tended to favor this approach and the rural areas were of the opinion that the time could better be spent meeting the people.
9. One hearing that combines both location and design considerations is desirable. The people's questions just cannot be answered in the corridor hearings we have now.
10. Areas of need for visual aides are:
 - (a) Slide Dictionary of Technical Terms
 - (b) Slides of Environmental Van and Noise Van
 - (c) Slides to illustrate the relationship between the City and State, County and State, and State and Federal Government
 - (d) Slide presentation to indicate that decision is not final at the public hearing
 - (e) Slide presentation to illustrate the appeal channels available to the citizenry