

## APPENDIX A

### Community Leader and Representative Interviews

#### *Methodology, Purpose and Intent*

The literature search yielded a moderate volume of experience and information on low-income and minority public outreach. In order to learn from local community experiences, a series of interviews was conducted with community representatives across Colorado. Representatives were chosen based on geography and for their involvement with traditionally underserved populations, including low-income and minority households.

A series of interview questions was developed to explore strategies and techniques used by community leaders and representatives in conducting public outreach for their programs. Each person was contacted by either e-mail or phone to set up a time to conduct the interview over the phone. Each interview took from 35 to 40 minutes. Similar to the Phase 1 process, the survey questions were used as a guide for the conversation, rather than as a strict question and answer tool. In this way, the interviewer was able to structure the conversation in a way that obtained the most relevant information about the respondent's program.

#### **Mikki Kraushauer, Executive Director, Silver Key Senior Services,**

#### **Colorado Springs, Colorado**

#### **Elderly Public Outreach**

Silver Key has been providing transportation services for seniors in the Pikes Peak Region for 31 years. They currently serve approximately 15,500 elderly clients a year.

The barriers to getting the elderly to participate in the public involvement process include their poor health, both physical and mental. It was suggested that the best way to contact the elderly is through written surveys. Silver Key does an annual performance assessment survey in the spring with their clients and always has a great response. Silver Key would enjoy the opportunity to collaborate with CDOT on such a survey.

A technique that should not be used when soliciting input is by asking seniors to come to a senior center or other public facilities for a public meeting or forum. The elderly, and in particular the most frail, are the ones the least apt to speak and have their voices heard.

Food is an incentive that works very well to encourage participation. Food is always a big incentive with the elderly. A lunch or brunch would be a very nice event. Money is not suggested as it gives the appearance that you are there to twist arms. A brunch would provide for a nice social experience.

Silver Key deals with their clients on a one-on-one basis often in their homes. They have found that familiar places render security. The elderly are most apt to speak when they feel secure and that is most likely at home.

Communication is best done through calendars distributed at places or organizations that are important to the elderly. This could include information placed in the Silver Key calendar, the church bulletin, or the senior center calendar. The elderly do not read public notices placed in newspapers.

The elderly do not seek out events. The reasons are often two-fold. They do not have the means to go, either financially or from a transportation standpoint, and/or they are fearful. Money and transportation are big barriers to the elderly and prohibit them from going out.

While there are many opportunities for CDOT to piggyback on a lot of senior activities, structured events would not be good. These events are great for people that are full of self-assurance, or are advocates and understand the processes. But for most elderly this is foreign territory.

Participation is more successful, the more informal, and smaller the settings. By far the best is to provide a situation where the elderly do not feel as though they need to speak out. Often, the elderly have to work through their own physiological barriers prior to participation. Human

kindness goes a long way to soliciting input. The thoughts of the elderly must be drawn out in a user-friendly environment.

**Troy Ralstin, Planning and Development Director**

**Ute Mountain Ute Indian Tribe, Colorado**

The Ute Mountain Ute Indian Tribe is part of the Southwest Transportation Planning Region and they would like to have a larger role in the transportation planning process. At the same time there is no real answer as to what processes need to be in place in order for that to happen. The tribal members have so much going on and so much to worry about that transportation issues have become very low priority for them. The barriers that currently exist could include knowledge and priorities.

CDOT has held annual meetings for the two tribes, Southern Ute and Ute Mountain Ute and this method has been very beneficial. The Tribes do not feel comfortable voicing their opinions or stating all of their needs and desires when the counties and county commissioners from multiple counties and cities are present.

The best way to solicit input would be to have open forums. The community is represented by their elected officials therefore another way would be to request the input from the leadership. This is done through the tribal leaders, as the tribe does feel that the tribal leaders do truly represent them.

Do not solicit input by holding meetings off-site from the reservation. The tribal members do not feel secure to travel to Cortez for instance to voice their opinions. They need to be in a familiar setting.

Incentives work well and are often used by the Tribe for their own meetings. Meals, in particular, tend to be the best draw.

The Tribe has many different types of methods for bringing people together. Churches, community centers, and city hall are all places to gather. Many different types of fairs or festivals, i.e. a housing fair, bring tribal members together. Booths are very prevalent often

unrelated to the event. Such gatherings would provide CDOT with a great opportunity to piggyback onto these fairs and perhaps host a booth. When public participation is solicited in this manner, the tribal members feel secure to give input in their own environment.

One of the best places to interact with the tribe is through the tribal council, which would be city hall, or any location that is on the reservation. Outreach techniques that would work include surveys and open houses as well as one-on-ones with the tribal council members.

There are several opportunities for public postings. These include the tribal newspaper that is read by most of the tribal members. There are also several locations on the reservation that flyers could be posted. There is a weekly radio show call the Ute Hour. Information could be passed along on the radio show. There are even translators for the show who translate the issues to the elderly in their own language. The tribe also has its own cable channel. This channel is designated especially for reservation news ranging from birthdays to notices of interest to members.

**Robert Piccoli, Director of Construction and Project Management**  
**Southern Ute Indian Tribe, Colorado**

The Southern Ute Indian Tribe is also part of the Southwest Transportation Planning Region and they would like to have a larger role in the transportation planning process. The Southern Ute Tribe has a seat on the Statewide Transportation Advisory Committee (STAC) and the Southwest Regional Planning Commission. They are part of an established road group that meets regularly with La Plata County. They also meet with CDOT 2-3 times a year.

The Southern Ute Tribe has never had any success with attracting tribal members to public meetings. The best attendance at a meeting had between 12-15 persons. It is felt that incentives are definitely needed to attract persons in order to gain input on issues. While stated in a tongue-in-cheek manner, Mr. Piccoli was serious when he said that a bar-be-que would provide an incentive to get people to attend.

The type of events that draw people are Pow-wows and athletic events. It may be possible to set-up a booth at these events but he was not sure how well it would be perceived. Town meetings would provide another opportunity to present information. However, depending upon the topic, the meetings are generally not well attended.

Publicity for events is best made through the public radio station, newspaper ads, and flyers/posters, which are quite popular. However, it is felt that there probably has not been enough advertising in the past. Ads should be run more frequently on the radio and in the newspaper. In general publicity should be increased.

Mr. Piccoli feels as though they have tried all possible methods for soliciting input with little or no success. The thought is that people just don't care, that there is a lack of interest, and a feeling that the issues do not sufficiently impact the tribal members.

Several methods for soliciting input have been used. This has included going door to door to get input. This however was very expensive and would require approval of the tribal council for an outside body to conduct such a survey. Public meetings have been held with very low turn-outs. Mail surveys have been tried with little success even with when postage is provided.

The other possible suggestions given would require approval of the tribal council. Those include setting-up a booth in the casino or having a booth at bingo night.

**George Krawzoff, Director, Steamboat Springs Transit**

**Steamboat Springs, Colorado**

**Resort Worker and Student Population Outreach**

Steamboat Springs has found that focusing on specific important issues and highlighting them in the community is the best way to draw the public into community discussions. The issues must be presented in a way to create a need and communicate why it is important to them. Also, the more specific the issue is, particularly in a given area, the more the community will want to provide their input.

Successes have been experienced through the use of small community meetings. Meetings are held in the various bedroom communities either after work or during lunch to discuss service issues. There is a need to expand Transit to additional areas within and outside the City; therefore there is a need to have City or Town officials more involved in planning processes since they directly hear from their constituents.

Steamboat Springs Transit has found that the daily newspaper is also an important way to reach citizens. News articles are bought and placed in the newspapers to communicate issues, provide schedule changes, and invite the public to meetings. Transit information is also provided in several tourist brochures. TV advertisements have also been tried with varying results.

Transit staff attends community events to reach out and provide information on transit services. They have set up booths at the Ski Job Fairs, and College orientation. Transit staff has found that the orientation sessions have been very productive in informing students of available Transit services. Transit staff has even dropped by pool leagues (billiards halls) to reach out to younger populations.

Steamboat Springs has used written and telephone type surveys to reach a larger constituent base. They have found that low-income groups are under represented in these analyses and have low response rates. One interesting finding is that older and more affluent residents tend to respond to the surveys in the Steamboat Springs area.

There does seem to be the feeling that language barriers do exist in the area but not just for Spanish speaking residents but also the Russian Slavic residents. There is a need for information to be translated. The Transit staff work with City staff, private groups, and CDOT's Transit Unit to identify translation partners. However, there is a lack of consistency and therefore new partners need to be identified periodically.

Transit staff and the Ski resort have been working together to provide transit bus passes. Three resort anchors have been partners with the City by providing discounted passes for their employees.

Steamboat Springs Transit has provided food as an incentive to bring citizens to meetings. Staff has also held dinner meetings to draw more attendees. These two approaches have helped to provide better attendance.

Transit staff met with the schools and several apartment complexes to discuss transportation needs for the transit dependent. Also, Moffat County Social Services has received grant funding to provide passes for low-income users. One issue that has arisen is the use of different color passes for different users. Moffat County has found that users did not want to use the passes since the colored ones singled some groups out from the rest of the population.

**Tom Pappin, Human Services Director,**  
**City of Grand Junction, Colorado**  
**Low-Income and Minority Outreach**

Overall, low income and minority citizens feel that they have a voice regarding transportation issues in the area. The area has an established transit system and the community has a voice in its service.

To get involve low-income and minority citizens involved in the planning processes, they need to find out where they are located and “get them to the table”. Human Services uses their GIS system to indicate where low-income addresses are through Food Stamp Case Loads. However, the City staff aggregate the data to ensure that individuals are not identified. The more gross data is used to identify where the population pockets are that they want to reach out with information, education, and assistance. Business addresses and economic development data are also used to overlay the demographic data so City staff can identify were jobs are in relation to populations. Federal Temporary Assistance to Needy Families (TANF) Funds were used to help fund this journey to work process.

Also, Human Services staff is heavily involved with the Transit service and it’s planning. Staff was instrumental in helping to plan and update the City’s Transit Plan and bus route system.

In Grand Junction, “getting them to the table” doesn’t seem to be as much of a problem as it might be in other areas of Colorado. The feeling from most citizens is that “the world is run by those who show up”. They want to be treated straightforward and fairly. Citizens have a tendency to get irritated if they are not invited.

Most public involvement techniques have been tried and seem to work in the Grand Junction area. These include:

- School events and notices – send flyers home with the elementary school children and then join school meetings. This technique works better than most.
- Community centers and faith based institutions – Human Services staff work with local community leaders to join their meetings. This is done on a regular basis.
- Community Development meetings – attend job fairs, information fairs, Senior Days at the Mall.
- Phone surveys – this technique has been used and the surveys have resulted in a very good response. This may be due to the demographics of the area. Human Services has used Mesa State to conduct these surveys.
- Internet and Web Site information – their Internet site seems to generate a good response from businesses, the Health Care Community, and some citizens
- Focus groups – this technique has been the least successful with mixed results. Incentives are definitely needed to bring people to the table. Human Services has offered gasoline coupons, Wal-Mart certificates, and City Market coupons.

Providing childcare for parents who want to attend meetings has been used in the past. Either College students have been provided on-site or the agency has reimbursed parents for babysitting services when a receipt has been provided.

In general, community meetings seem to be the best avenues for soliciting public input in the Grand Junction area. The reason is that the staff can identify a “major issue”. This is used to bring the citizens to the table and then staff can ask what else is an issue. This approach would provide more opportunities to dialog with the low income and minority citizens.

The Human Services staff does use formal communication techniques to also reach out to low income and minority citizens or groups. Radio announcements, TV advertisement and newspapers are used. Flyers have been distributed through other community meetings as well as through targeted mailings to directly reach specific groups. Experience has shown that more pictures and graphs are needed to help explain complex transportation concepts and issues.

In the Grand Junction area, 15% of the population is bilingual. Although there is a growing Hispanic population, staff is unaware of any population-based newspapers. Human Services has lots of bilingual staff if CDOT is ever in need of assistance.

**Reverend Patrick Demmer Jr. and Pastor Simmons, Denver Ministerial Alliance,**  
**Denver, Colorado**  
**Urban, Large City Public Involvement Outreach**

Generally, an agency would need to build a trust with the communities in order to be effective. To be involved local stakeholders need to know that what they say matters! Community leaders and representatives may need to be convinced that their input will be heard and used. It is also important to recap with community leaders and let them know how their input was used.

CDOT needs to commit to being a partner with the community and not just to come around when something is needed. They want to challenge CDOT to do more and share their business with the communities. Concepts that were discussed included partnerships in job fairs, entry level training and after school programs as well as opportunities for small emerging business groups.

It was felt that CDOT projects could have an impact on local communities and businesses. CDOT needs to do more, particularly during corridor studies, to address transportation impacts such as providing bus tokens during construction projects, partnering to address housing issues and business impacts created by projects. CDOT should work with businesses to help them through this time and not abandon them to survive on their own.

When asked if it is better to reach the general public or work with community leaders, it was felt that CDOT needed to work with key representatives and educate them to minimize confusion. However, they were quick to say that no one group or person can truly represent the issues and needs of the African American community. The independent thought of this group will dictate the need for larger outreach efforts and more one-on-one discussions. This will provide opportunities for everyone to receive information and provide their individual comments.

Holding community discussions at a neutral site within the communities is a key issue. Religious leaders are seen as the principal facilitators of these discussions. These neutral sites will provide opportunities for open community input. Examples identified included churches, community centers and City Hall.

It is also important that CDOT discussions piggyback on existing on community meetings. CDOT needs to develop a list of community groups and leaders and get to know them so they can be “sponsored” on agendas to discuss transportation issues. The T-REX project has developed a list of local meetings and community representatives that should be shared. Several community groups were discussed including the Urban League, the Black Chamber of Commerce (Bill Roberts), Denver Ministerial Services, and the Colorado Black Women for Political Action group.

When asked how people hear about events that affect their communities, the overwhelming response was through verbal discussions. Whether through church or religious groups, local community groups or organization meetings, or radio advertisements, verbal announcements were by far the best way to inform citizens of important issues and raise their awareness of local events. Flyers should also be provided that includes the date, time and locations of the meetings.

If larger community meetings are to be held, there is a need to advertise meetings on the radio or through local neighborhood newspapers such as Urban Spectrum, Body of Christ, and La Voz. It was felt that bringing all the groups together in a bigger setting is helpful so they can hear what each other is saying. Another approach for these meetings are to let the communities host these meetings (giving them the resources). Also food and day care should be provided.

There is also a need to provide more education on transportation to community leaders and stakeholders so they can consider how transportation connects to their daily lives. Topics should include:

- How does the process work?
- What will the community's role be?
- What are the issues?
- What is being planned in the future?
- Are there specific improvements planned?

One type of venue that has been used in the past to reach the public about community issues is the use of information tables set up during local events such as Juneteenth. Local experience has shown that these opportunities have not been successful. Thus, the preferred approach is to use existing local community meetings.

**Larry Howe-Kerr, Director of Social Justice for the Archdiocese  
Pueblo, Colorado**

The geographic area that Mr. Howe-Kerr serves covers the southern half of Colorado. He works with a total of 60 churches and 60 missions. The population that he generally works with includes those concerned with poverty, social and health issues.

He felt that the community he serves does not have a voice in transportation issues. This is most likely due to a lack of awareness. The lack of awareness he felt was more prevalent with the low-income community because they are busy surviving and don't have the time or the confidence to show up to public meetings.

Transportation issues of concern to the low-income populations are related to developing more effective and efficient mass transit. Therefore, Mr. Howe-Kerr feels that meeting centered on roadway projects will hold little interest.

He stated that Parish Festivals is where the neighborhood groups show-up. These festivals, in fact, have now become a series of booths. Mr. Howe-Kerr stated that CDOT indeed could have a booth at a festival.

He mentioned that food should be an incentive to bring people out to meetings. However, he said that even within the church food has not always guaranteed good participation.

It was stated that direct mailings of information is the best method for reaching out. The mailing should contain information that has been explained in a manner that everyone can understand. Mr. How-Kerr said that while it is worth putting information in the church bulletin, it is not the most effective way to reach the parishioners. A method that is not favorable to Mr. Howe-Kerr is what he calls “availability sessions”. The format he described is similar to what is often referred to as “open houses”. The negative related to these meetings according to Mr. Howe-Kerr is that these meetings seem to be controlling the public and do not provide for any dialog with the community in attendance.

Mr. Howe-Kerr believes that the best approach that CDOT could take to improve the public involvement process is to provide to the public a sense that they are soliciting input for the common good and not just using the process to say they have done it. They need to impart to the public that the process is undertaken because it is the right thing to do, and that CDOT is serious about environmental justice and that are actually going to use and consider public input in their decision-making.

**Ed Hendrickson, Director of Environmental Health, Salud Family Clinic,**

**Fort Lupton, CO**

**Immigrant and Migrant Workers Public Involvement Outreach**

The migrant workers and immigrants do not feel as though they have a voice related to transportation issues. This is most likely the case because they do not have time to provide input. They are on often on the road and their first priority is to find a place to live and to earn a

wage. Additionally, they are reluctant and leery to participate with a state agency like CDOT. It is felt that transportation in general might have a connection to the State Patrol. Even though, many immigrants and migrants are legal anything to do with transportation has them suspicious.

Language is a barrier to participation. Additionally, were a written questionnaire presented to be filled out, the questionnaire would need to be written to the 4<sup>th</sup> grade level and not the 6<sup>th</sup>- 8<sup>th</sup> grade level which is most prevalent.

They have had success by conducting health research at rest stops. They have tried incentives but have had little or no success with them. Additionally, he mentioned how much work it is to provide incentives. They have offered meals at the clinics and have little success. They have offered free physicals that were also unsuccessful.

Events that bring out large crowds are the health fairs. Approximately 40 health fairs take place annually around the state. These fairs would provide CDOT with a good opportunity to have a booth to solicit information. The fairs are advertised through the Spanish radio stations, flyers and word-of-mouth.

It was mentioned by Mr. Hendrickson that as well as attending these health fairs, CDOT would do well to visit the 40 clinics in the State. The clinics are funded with public health money and benefit community and migrant health. Across the State they have 210,000 visits a year and 120,000 of those visits are from immigrants and migrants. He felt that just going to the waiting rooms to conduct surveys would be good.

He mentioned that they are approximately 400 migrant camps around the State. Some are formal and others are informal such as those that exist in Commerce City. When asked the locations for these camps, Mr. Hendrickson mentioned that he maybe the only person that really knows where these camps are located. His estimated is that in the year 2002 there were approximately 44,950 migrant farm workers in Colorado.

**Jan Anderson, Director Southeast Colorado Economic Development**  
**Lamar, Colorado**

SECED, Inc. is a non-profit organization that provides services to enhance economic growth in the southeastern area of the state. SECED also administers a rental housing and a workforce employment center.

It was suggested that the best way to contact the low-income or minority residents in southeast Colorado is through the use of the two radio stations in the area. Due to the remoteness of the area, most residents hear about local events and activities through the reports given on these stations. Another method to communicate events is the local TV community bulletin board.

Community events are often considered the best ways to connect with local community leaders who may work directly work with low-income and minority households. Some of the events mentioned included Cinco de Mayo, the local county fairs, and rodeos.

Since CDOT may want to channel transportation discussions through existing community meetings, it is important to talk with local community representatives in advance to identify these opportunities. Opportunities exist through the schools, various town meetings, Department of Social Services and the local colleges. Southeast Colorado also has a strong Ministerial Alliance. Representatives of each town come together to discuss social and community issues.

There are strong community relationships in southeast Colorado so it is important to not be singled out and feel part of the community. CDOT should create opportunities for all populations unless one-on-one conversations are used. Work with local representatives to get on their agendas.

Although CDOT may want to involve the low-income and minority communities, it should not be surprising if they do not attend meetings. They may have other issues that are more important and immediate.

CDOT representatives who want to work with people in southeast Colorado need to be understand the rural culture and not take what works in Denver and apply it in the southeast. It is important to be down to earth but not talk down to folks. Also, many people in southeast Colorado speak English instead of Spanish in public. Many have been discouraged from speaking Spanish in public so Spanish is spoken at home with their families.

## APPENDIX B

### Low Income Methodology

#### DATA ASSUMPTIONS:

- Low-income thresholds are to be determined by Housing and Urban Development (HUD) developed for the counties in the State of Colorado for use by the Department of Local Affairs (DOLA) in the allocation of the Community Development Block Grants.
- The average household size by census tract is to be determined through the use of the 2000 Census.
- Total household income by census tract is to be determined through the use of the 2000 Census.

#### EXAMPLE

##### Tract 1, County X

Low-income thresholds for County X

Persons per Household	1 Person	2 Person	3 Person	4 Person	5 Person	6 Person	7 Person	8 Person
Low Income	\$24,450	\$27,950	\$31,450	\$34,950	\$37,750	\$40,550	\$43,350	\$46,150

Average household size= 3.25 persons per household.

Total Household Income ranges:

Household Income	Total households
Less than \$10,000	50
\$10,000 to \$14,999	60
\$15,000 to \$19,999	70
\$20,000 to \$24,999	80

\$25,000 to \$29,999	90
\$30,000 to \$34,999	100
\$35,000 to \$39,999	100
\$40,000 to \$44,999	200
\$45,000 to \$49,999	100
\$50,000 to \$59,999	100
\$60,000 to \$74,999	100
\$75,000 to \$99,999	100
\$100,000 to \$124,999	100
\$125,000 to \$149,999	100
\$150,000 to \$199,999	100
\$200,000 or more	100

Given the data, the number of household that are considered to be low-income in Tract 1 is calculated as follows:

### Low-Income Threshold

$\$34,950$  (4-person household income) -  $\$31,450$  (3-person household income) =  $\$3,500$

$\$3,500 \times .25 = \$875$

Low-income threshold for Tract 1:  $\$31,450 + \$875 = \mathbf{\$32,325}$

(If the household size were 3.5, the threshold would be  $\$3,500 \times .5 = \$1,750$ :  
 $\$31,450 + \$1,750 = \$33,200$ )

Referring back to the total household income, the total number of household with incomes at or below  $\$32,325$  would be

### HOUSEHOLD INCOME

Universe: Households:	Total households
Less than \$10,000	<b>50</b>
\$10,000 to \$14,999	<b>60</b>
\$15,000 to \$19,999	<b>70</b>
\$20,000 to \$24,999	<b>80</b>

\$25,000 to \$29,999	<b>90</b>
\$30,000 to \$34,999	<b><u>100</u></b>
<b>TOTAL</b>	<b>450</b>

Note: It is necessary to count those households that fall in the same income range even though the income is higher than the calculate threshold.

This analysis is being developed for planning purposes only. Therefore, the actual number may represent an under estimate or an over estimate of actual number of households living in poverty.