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### Longfellow Bridge Task Force Process Evaluation Report

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# **Longfellow Bridge Task Force Process Evaluation Report**

**January, 2011**

**Massachusetts Office of Public Collaboration  
University of Massachusetts Boston**



This report presents findings and recommendations from a process evaluation conducted by the Massachusetts Office of Public Collaboration at the University of Massachusetts Boston regarding the Longfellow Bridge Task Force Process sponsored by the Massachusetts Department of Transportation (MassDOT). For over 20 years, the Massachusetts Office of Public Collaboration (formerly known as the “Massachusetts Office of Dispute Resolution”) has been providing effective forums for conflict resolution, collaborative processes that enhance public decision-making and community involvement on contentious public issues, and capacity building for public agencies. The office serves as a neutral forum and state-level resource for collaborative governance, offering skilled assessment, systems design and process management services, and access to qualified mediators and collaborative practitioners for service on public contracts.

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## I. Introduction

This report presents process evaluation findings and recommendations on the Longfellow Bridge Task Force Process sponsored by the Massachusetts Department of Transportation (MassDOT) under its bridge rehabilitation and restoration program. The purpose of the Task Force was to provide stakeholder and public input on the design of the Longfellow Bridge span cross-section, with particular focus on serving transit, roadway, bicycle and pedestrian needs effectively and safely. The Task Force process took place between June and October 2010, and resulted in a set of consensus recommendations by the Task Force to MassDOT.

MassDOT engaged the Massachusetts Office of Public Collaboration (MOPC), a free-standing institute at the University of Massachusetts Boston, as a neutral forum to provide facilitation services. A facilitation team of MOPC staff and affiliate practitioners worked with MassDOT on process design, conducted assessment interviews with Task Force members, planned and facilitated Task Force meetings, prepared meetings summaries, collated public input, and assisted with the drafting of the Task Force's consensus recommendations.

At the conclusion of the Longfellow Bridge Task Force Process, MOPC administered a process evaluation survey to Task Force members, MassDOT staff and consultants, and MOPC facilitators involved in the process. In accordance with best practice standards in the field for facilitated collaborative processes, the survey sought feedback regarding the design and implementation of the Task Force process and meetings, the facilitation services, the inclusivity and overall quality of the engagement process, as well as the level of satisfaction with the process outcomes and Task Force recommendations.

Data was collected through on-line surveys. Survey responses were received from 27 of the 56 individuals invited to participate. Findings from survey data indicate that the Longfellow Bridge Task Force process met the following objectives:

- The Task Force process engaged all interests and available stakeholder groups;
- Progress was achieved on the key issues;
- Task Force consensus recommendations reflected the full range of stakeholder/public interests and values;
- The process led or will lead to more informed public action/decisions;
- Conflict did not escalate and a critical opportunity for bridge rehabilitation and restoration was not lost;
- Working relationships among process participants were improved;
- The process generated new options and enabled exploration of resolutions that met the needs of all participants;
- Public engagement supported the collaborative process and broadened the support for the Task Force recommendations;
- Facilitators impartially and effectively assisted participants to engage each other, share information, address and document key issues, ideas and recommendations; and
- The Task Force could not have achieved the same results without neutral facilitation.

In addition to satisfaction with the process and outcome, participant feedback and end-of-process debriefings produced lessons learned through the Longfellow Bridge Task Force Process. Based on this learning, MOPC has offered several recommendations on leadership, assessment, process design, public engagement and capacity building in order to inform future public collaboration processes by MassDOT, and continued engagement of Longfellow Bridge stakeholders during implementation of the bridge restoration and rehabilitation project.

## II. Description of the Process

The Longfellow Bridge rehabilitation and restoration project spanning the Charles River in Boston and Cambridge is included in the MassDOT Accelerated Bridge Program. MassDOT's goal is to restore this historic structure to an improved condition, to provide safe travel for transit, bicycle, pedestrian drivers, and to preserve an essential element of the Charles River Basin. To ensure meaningful stakeholder input into the design of the bridge span cross-section, MassDOT convened the Longfellow Bridge Task Force.

To facilitate this collaborative stakeholder process and assist the group in working toward consensus recommendations, MassDOT engaged the Massachusetts Office of Public Collaboration (MOPC) of the University of Massachusetts Boston. MOPC provided a neutral forum and team of facilitators for the Task Force process. The facilitators served as independent process managers and conducted meetings impartially and according to agreed-upon ground rules. Facilitation services were provided by MOPC Deputy Director Loraine Della Porta and MOPC qualified affiliate practitioners William Logue and Don Greenstein under the oversight of MOPC Executive Director Susan Jechelian. Services were provided during the duration of the Task Force process, from June through October 2010.

The Longfellow Bridge Task Force Process had several stages. MassDOT Highway Division Administrator Luisa Paiewonsky convened the Task Force to enable representation by all affected interests and appointed a chair, Abbie Goodman. MOPC facilitators designed the collaborative process, created a process map (see [Appendix A](#)), defined process roles, established process ground rules and decision-making guidelines (see [Appendix B](#)), and conducted a preliminary assessment through informal structured interviews with 30 Task Force members that took place prior to and during the initial meetings of the Task Force.

The Task Force met nine times between June 29 and October 21, 2010 at various locations around Boston. Each meeting included time for public observer comments. Public information on the Task Force process was posted regularly on a dedicated Task Force webpage on the MassDOT website. An email address was provided by MOPC to enable electronic submission of public comments and a Google Group was established to coordinate communication and share information between and among Task Force members, facilitators and MassDOT. A public meeting/feedback session was held by the Task Force on October 6, 2010 to provide feedback on bridge cross-section design alternatives under consideration. Public comments from the session were documented by MOPC staff. Final consensus recommendations of the Longfellow Bridge Task Force were submitted to MassDOT on October 29, 2010. A process evaluation

survey of participants was launched in November 2010, and debriefings with MOPC facilitators and MassDOT staff took place in December 2010 and January 2011 respectively.

### III. Process Evaluation Methodology

This process evaluation report is a presentation of participant responses to a summative (end-of-process) survey that elicited their experience in the Longfellow Bridge Task Force Process. The objective of the process evaluation was to gather and analyze feedback on implementation of the Longfellow Bridge Task Force Process in order to assess whether the facilitated collaborative process provided by MOPC was conducted in accordance with best practices in the field of collaborative governance and to the satisfaction of the sponsor (MassDOT) and the participants (Task Force members).

The survey instruments deployed by MOPC were adapted from the process evaluation forms used for public sector facilitation services by the U.S. Institute for Environmental Conflict Resolution ([www.ecr.gov](http://www.ecr.gov)). The survey was administered and analyzed by MOPC Associate Director Madhawa Palihapitiya as part of a broader monitoring and evaluation, learning and accountability process used by MOPC in its collaborative governance work. The evaluation methodology used by MOPC included the following:

1. Survey of Longfellow Bridge Task Force members from various stakeholder groups
2. Survey of the sponsor MassDOT and its consultants
3. Survey of the MOPC facilitators
4. Reflections by MOPC facilitators and staff
5. Debrief meeting with MassDOT
6. Data and survey results analysis

Of the 56 participants invited to respond to the end-of-process evaluation survey, a total of 27 responded: 17 Task Force members (44%); 5 sponsor staff and 2 consultants (50%); and 3 facilitators (100%). The sample of responses was sufficient for meaningful analysis. Analyzed survey data from all three groups is set forth in Appendix C. The lessons learned through reflections and debriefings established themes that informed the data analysis, identification of key findings, and formulation of recommendations for future collaborative engagement processes set forth in this report.

### IV. Key Findings

1. **The Longfellow Bridge Task Force Process engaged all interests and available stakeholder groups.** A considerable array of key stakeholder interests and groups, ranging from state and local government officials to private citizens were engaged in the Longfellow Bridge Task Force Process. Evidence of this representation and inclusivity is indicated in the survey responses from Task Force participants. Task Force satisfaction was particularly high

regarding diversity of participant representation and the levels at which participants were able to represent the interests of their constituencies. Not only was the level of representation rated very highly, but the Task Force also rated highly the availability of and timely access to information. Some survey comments indicated that there was insufficient representation of automobile, truck, transit and suburban travelers and that major land owners and tenants were not proportionately represented. The facilitators indicated that some of these representatives were invited to take part in the Task Force but failed to do so for reasons unknown. *Data forming the basis of this finding can be found in the following sections of [Appendix C: Charts 2, 8A and 8B.](#)*

2. **Progress was achieved on the key issues.** Overall, the majority of the Task Force members and sponsor representatives who responded to the survey were satisfied with the outcomes of the collaborative process. 64% of the Task Force members who took the survey felt that progress was achieved on most key issues while 24% felt that progress was achieved on some key issues. 6% felt that progress was achieved on all key issues, while another 6% felt that the process ended without achieving any progress at all. Task Force responders noted that progress was made in the following areas: transportation, public safety, recreational uses, historic and cultural resources, community and social conditions, natural resources and environmental conditions, and public health. Several survey respondents noted that, while progress was substantial and significant, some important issues, such as Charles Circle, were not resolved within the timeframe and resources available. One sponsor respondent noted that the greatest progress made during the process was on how to help pedestrians and bicyclists travel to and from the Esplanade without creating congestion for drivers. *Data forming the basis of this finding can be found in the following sections of [Appendix C: Charts 9, 10, 34A, 34B, and Pages 26, 29 and 43-44.](#)*
3. **The Task Force consensus recommendations reflected the full range of stakeholder/public interests and values.** Sponsor responders (MassDOT staff and consultants) were unanimous about the Task Force recommendations reflecting the full range of stakeholder and public interests and values. They also unanimously agreed that the recommendations were presented in a useful format. Sponsor responders differed as to whether the recommendations addressed all required issues with 57% responding favorably and 43% responding negatively. The format in which the final recommendations were presented was satisfactory to the majority of the Task Force members. The majority of the Task Force members responding to the survey were satisfied with the clarity of the recommendations. *Data forming the basis of this finding can be found in the following sections of [Appendix C: Charts 11A and 28A.](#)*
4. **The Task Force process led or will lead to more informed public action/decision.** Task Force members who responded to the survey indicated that the collaborative process improved relationships between stakeholders and led to more informed public action. Some also indicated that the process enabled the integration of interests, leveraging of resources and improvements to public safety. Survey comments indicated that as a result of the Task Force process, participants gained a sense of respect for one another's



perspectives. Furthermore, a number of the Task Force responders specifically commented on their appreciation of MassDOT's responsiveness and flexibility during the process. A sponsor representative noted that the Task Force process will help MassDOT's future relationship with advocacy organizations. *Data forming the basis of this finding can be found in the following sections of Appendix C: Charts 12A, 12B and 25.*

5. **Conflict did not escalate and a critical opportunity for bridge rehabilitation and restoration was not lost.** Task Force responders agreed that two important outcomes from the process were that conflict did not escalate and a critical opportunity for the rehabilitation of a significant state historic resource and enhancement of public safety and access was not lost. Some responders indicated that a potentially costly or divisive dispute was avoided by the process. Others indicated that the process resulted in timely decisions and outcomes and that an impasse or stalemate was broken. A small number of participants indicated that the process avoided costly or protracted litigation. One sponsor responder commented that without the Task Force process, MassDOT would have faced a protracted and costly delay, potentially robbing MassDOT of the opportunity to make informed, professional decisions and leaving them vulnerable to the political processes. *Data forming the basis of this finding can be found in the following sections of Appendix C: Charts 12A and 25.*
6. **Working relationships among process participants were improved.** The majority of the Task Force survey responders indicated that the collaborative process enabled participants, not only to work together, but also to work together better than they were able to before. When asked to compare their ability to work together both before and after the collaborative process began, 63% of the Task Force responders said they could not work together before the process began and 37% said they could. With regard to before the process began, several Task Force participants noted that they had not had the opportunity to work together or to be involved in this issue. It is however noteworthy that 95% of the Task Force responders felt they could work together as a result of the process. *Data forming the basis of this finding can be found in the following sections of Appendix C: Charts 11B, 22 and Pages 29-30.*
7. **The Task Force process generated new options and enabled exploration of resolutions that met the needs of all participants.** The majority of the Task Force and sponsor responders indicated that the collaborative process enabled exchange of ideas, options and resolutions. Task Force members gave highest ratings for the process enabling the exchange of views and perspectives and creating opportunities to deliberate or to "listen, consider and respond" to each other. The majority of the sponsor responders agreed that the process helped participants, as a group, to explore options or resolutions that met the common needs of all stakeholders. When asked whether they would "recommend this type of process to colleague(s) in a similar situation(s)?" all but one of the Task Force responders and all sponsor responders reported that they would. *Data forming the basis of this finding can be found in the following sections of Appendix C: Charts 5, 6 and page 40.*

- 8. Public engagement supported the collaborative process and broadened the support for the Task Force recommendations.** The majority of the Task Force members and sponsor representatives who responded to the survey reported that the public engagement was a valuable addition to the collaborative process. This included both public comments from observers at Task Force meetings and public comments from attendees at the public feedback session. A few Task Force responders noted that the level of public engagement should have been higher. Sponsor responders were particularly satisfied with public feedback at the public information session. They reported being satisfied with how public engagement generated practical and useful information. Sponsor responders further indicated that public engagement broadened support for the Task Force process and recommendations. All 17 Task Force members who responded to the survey indicated that they would continue to be involved in the project even after the conclusion of formal collaborations. *Data forming the basis of this finding can be found in the following sections of Appendix C: Charts 15A, 15B, 16, 20A and 20B.*
- 9. Facilitators impartially and effectively assisted participants to engage each other, share information, address and document key issues, ideas and recommendations.** Task Force responders indicated that they were highly satisfied with the fairness and neutrality of MOPC facilitators and their ability to ensure that no group or individual dominated the process. Task Force responders also rated highly the help provided by the facilitators in documenting Task Force recommendations and their assistance to the Task Force to stay on track in order to move forward constructively. A few Task Force survey responders reported that they were not satisfied with meeting design, particularly the number, length and meeting venues. Some also noted that the facilitators spent more time than they should have on process at the beginning and that the early meetings were low on content. These responders felt that the first meetings could have been used to share more technical data. Sponsor ratings were generally high for impartial and effective facilitation services. The sponsor responders and Task Force responders had similar opinions about the role and effective use of the Task Force chair in the process. 81% of the 17 Task Force members who took the survey indicated that the role of the Task Force chair was used effectively in the process. Three responders indicated in the survey that the role of the Task Force chair was not used effectively in the process to present meeting topics and lead meeting discussions. Some Task Force responders commented that there was a need for more clarity about the different roles of the Task Force Chair and the lead facilitator in the process. Some felt that the roles became clear as the process progressed. *Data forming the basis of this finding can be found in the following sections of Appendix C: 13, 14A, 14B, 30A and 30B.*
- 10. The Task Force could not have achieved the same results without neutral facilitation.** Overall, both the Task Force responders and the sponsor responders were satisfied with MOPC facilitation services. One responder even noted that he/she had been skeptical about facilitation at the beginning of the process, but that by the end of the process, he/she had a better understanding of how facilitation can be a key to successful management of a process involving a large group of people with complex issues while maintaining focus on the final work product. One responder noted that it was essential to have neutral

facilitators because there was mutual distrust at the beginning of the process. When asked whether they believe that this collaborative process could have achieved a similar or better outcome without neutral facilitation, all 17 Task Force responders and all five sponsor responders answered that it could not. *Data forming the basis of this finding can be found in the following sections of [Appendix C: Chart 29 and Page 44](#).*

## V. Recommendations

The following recommendations are offered to MassDOT for consideration in furthering collaborative public engagement around the Longfellow Bridge and other bridge projects in the Charles River Basin, as well as other Highway Division projects.

1. **Continue to provide high-level, visible leadership for collaborative stakeholder engagement processes and flexibility in considering new ideas and options generated by the process.** In the Longfellow Bridge Task Force Process, survey responders recognized the importance of the personal involvement, attentiveness, flexibility and responsiveness of the MassDOT Highway Administrator and her staff. Visible sponsor commitment to the process and the ideas and recommendations generated by deliberative, collaborative stakeholder processes are key to ensuring informed public decisions and building trust and support for public action that requires public/private partnerships.
2. **Plan and budget for stakeholder assessment and process planning as the foundation of a well-balanced, well-managed, and appropriately-resourced collaborative stakeholder process.** Besides neutral skilled facilitation, stakeholder assessment and advance process planning and preparation are critical foundational elements to an effective collaborative process. The survey feedback indicating dissatisfaction with meeting agendas, formats, dynamics and physical space could have been avoided or at least better managed had there been time for a full stakeholder assessment and organizational planning phase prior to the launch of the Task Force. The assessment would have helped to constitute a diverse, yet manageably-sized group, which would have enabled better balanced and productive meeting discussions, and in-between meeting communication and coaching by facilitators. It would have identified key issues that impacted the scope of the process and enabled earlier data-sharing on those issues. It would have helped to educate facilitators about the substantive topics, and sponsor and participant representatives about the sequencing of a consensus building process. It also would have helped to define a clearer role for the Task Force chair as distinguished from the sponsor/convener and lead facilitator. More focused planning around meeting logistics would have resulted in securing meeting locations and space more suitable to collaborative work. Finally, the assessment and planning phase would have established a firmer basis for trust and relationship-building among sponsor representatives, participants and facilitators.

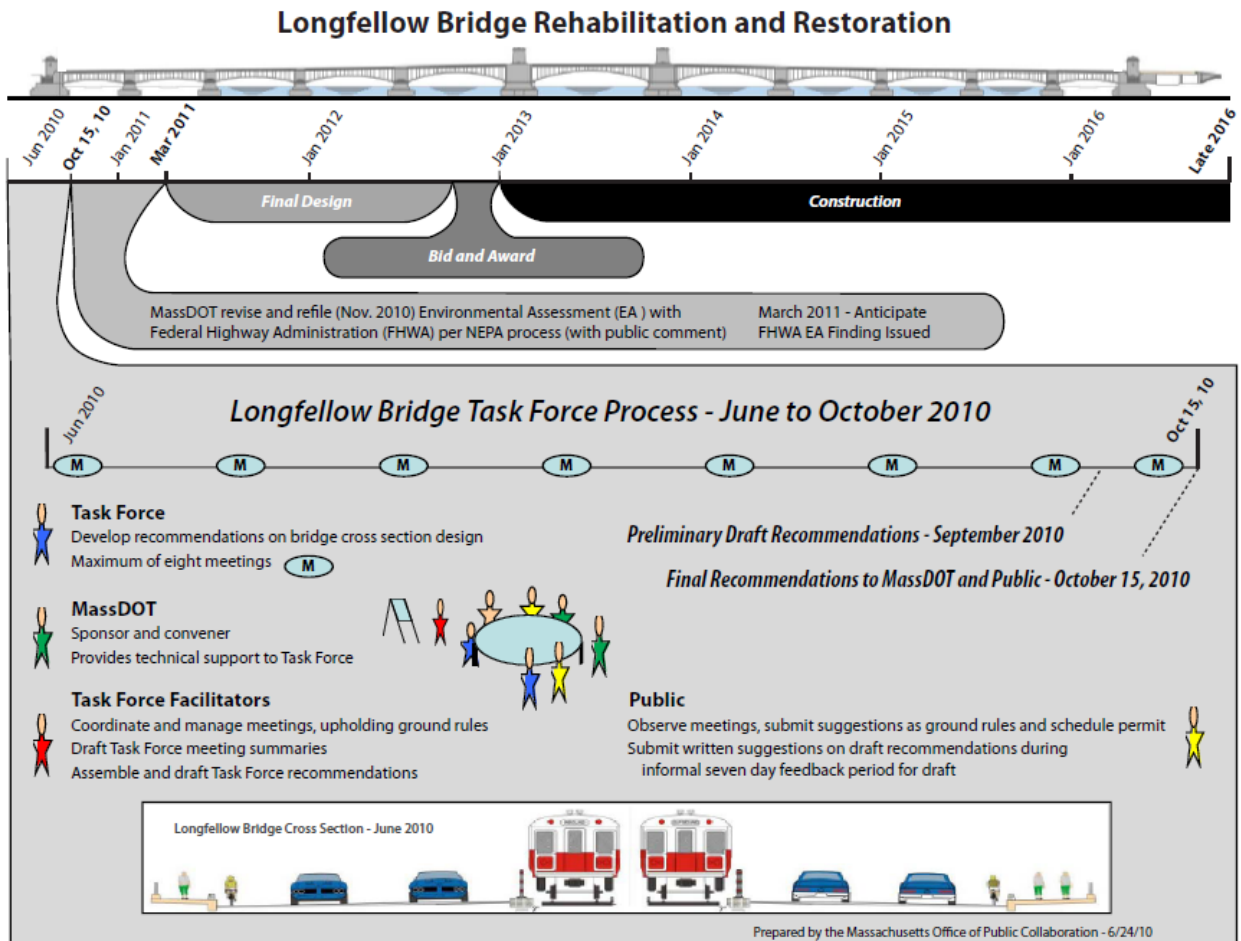
3. **Design flexible collaborative stakeholder processes tied to infrastructure that enables participants to address significant issues and options that emerge during the collaborative engagement.** In the Longfellow Bridge Process, survey responders noted that the fast pace, short timeframe and limited scope of this process meant that a number of important issues and options that came up during its deliberations were not able to be fully developed and sufficiently addressed in the Task Force's recommendations to the degree desired or needed. MassDOT and/or other public agencies may want to consider re-convening the Longfellow Bridge Task Force (building on this infrastructure) to address other related-issues such as Charles Circle.
4. **Build a meaningful role and level of engagement for the public in collaborative stakeholder processes.** In this process, the public was invited to attend Task Force meetings and to provide input during observer comment periods. Furthermore, members of the public were encouraged to monitor Task Force progress on the MassDOT website, provide electronic input through the MOPC email address, and attend one public feedback session. All survey responders reported on the value of this public engagement, and some commented that the process would have benefited from even more public engagement. There are a variety of methods, tools and techniques for informing, engaging, and dialoguing with the public before, during and after collaborative stakeholder processes. Additional avenues should be explored and intentionally built in during the assessment and planning phase. As noted in this project, authentic public engagement re-enforces the legitimacy of the collaborative governance effort and builds support for the decision-making that comes out of the process.
5. **Invest in building internal capacity around public engagement.** MassDOT should build on its successful public engagement initiatives like the Longfellow Bridge Task Force and the Highway Design Guidebook to develop policies, protocols and best practices for its divisions, staff and consultants. Moreover, MassDOT should invest in developing internal resources and providing trainings for agency staff who regularly engage the public. Training and capacity building should focus on learning principles and proven approaches for authentic public engagement and collaborative stakeholder processes. Additionally, training should educate staff on when and how to engage and work with a neutral forum and external facilitation team in order to enhance the effectiveness of collaborative problem-solving and consensus-building on complex, high-stakes, multi-issue and multi-jurisdictional projects.

January, 2011

Submitted by:

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# Appendix A: Longfellow Bridge Task Force Process Map



## Appendix B: Longfellow Bridge Task Force Process, Roles & Ground Rules

### Longfellow Bridge Task Force – Group Charter and Ground Rules

In processes where groups of people come together to discuss difficult issues it is easiest to hold productive dialogue and deliberation when the group adopts a set of behavioral and decision making norms at the outset of the discussion. The goal is to create mutually shared expectations and a common understanding and vocabulary for interactions and decisions.

### Purpose of the Task Force

The purpose of the Task Force is to ensure all points of view are represented by members who can commit the time and work effectively together each bringing to the table the necessary knowledge and resources to inform discussion. The goal is to develop consensus recommendations to MassDOT on the rehabilitation and renovation of the Longfellow Bridge, with particular focus on the bridge span cross section design serving transit, roadway, bicycle and pedestrian needs effectively and safely. The Task Force will meet up to two times per month in order to complete its recommendations by October 15, 2010.

### Ground Rules Governing Behavior of Participants

1. One person speaks at a time, no interruptions.
  - a) Use name tent cards to cue, try to defer to an existing discussion thread.
2. Avoid dominating the discussion so as to provide everyone with an opportunity to contribute.
3. Express your own views and do not speak for others at the table.
4. No personal attacks. Challenge ideas but not people. Listen as an ally, focus on the merits of what is being said and seek to understand. Ask clarifying questions.
5. Make every effort to stay on track and on task to move deliberations forward.
6. Avoid surprises by sharing information and concerns.
7. Take into account information and advice from stakeholders and technical advisors and make recommendations based on the best available information.
8. Seek to identify options or recommendations that represent common ground, without glossing over or minimizing legitimate disagreements. Should a member have a serious disagreement, they will work with the facilitators to develop methods for productively bringing forward and addressing or resolving the disagreement with the Task Force as a whole. Each participant agrees to take into account the interests of the participants, other stakeholders, general public and the governmental organizations.
9. Meetings of the Task Force will be open to the public. Work Group meetings, if necessary, may be held as needed.
10. Each person will speak to the public or others only about their own views. No member will speak on behalf of other participants or the group as a whole.
11. Members of the public and other observers may attend meetings and must abide by these ground rules. At the discretion of the chair and the facilitators, and as time is available, the public may be recognized to make observations.

12. Communicating with the Media: No member of the Task Force will speak for the group to the media without the consensus of the Task Force. During the process, the Chair may respond to inquiries from the media and may speak to the process and its goals but not as to the status of the deliberations. If the Task Force believes that anything from a meeting should be communicated to the media they will do so either by press release or through the selection of a spokesperson on the particular issue.

### **Ground Rules for Group Decision Making**

13. Each person agrees to fully and consistently participate in the process unless that person withdraws. If a person is thinking of withdrawing, they agree to explain their reasons for doing so and provide others with an opportunity to accommodate their concerns.
14. Consensus is reached when the participants agree they can live with and ultimately support the package of recommendations being proposed. Some participants may not agree with every feature of the package as proposed, but the disagreement is not sufficient enough to warrant opposition to the package as a whole.
15. The facilitators will use the following scale to poll the group on whether consensus has been reached. Participants will express their level of comfort and commitment by indicating:
  - a. Wholeheartedly agree
  - b. Good idea
  - c. Supportive
  - d. Reservations – would like talk
  - e. Serious concerns – must talk
  - f. Cannot be part of the decision
16. If all participants fall between a and c, consensus on the item is assumed. When someone falls between d and f, that person must state their concerns clearly and offer a constructive alternative. The group will attempt to meet the interests of those parties, without diminishing their own interests.
17. If at the conclusion of the process, some members of the Task Force do not agree with the consensus package of recommendations of the larger group, the Task Force will articulate in its recommendation those differences in order to assist the agency in making an informed decision.

### **Roles of Participants**

#### **A. Task Force Members**

The role of the Task Force Members is advisory. The Task Force is being asked to advise MassDOT on issues regarding the preferred alternative and other aspects of the rehabilitation and renovation of the Longfellow Bridge, with particular focus on the bridge span cross section design serving transit, roadway, bicycle and pedestrian needs effectively and safely.

To do this, Task Force Members are expected to:

- Attend regular meetings of the group;
- Openly communicate Task Force progress with people or groups with whom they are affiliated;
- Present their concerns and issues, and those of people and groups with whom they are affiliated, at Task Force meetings; and

- Work collegially with other Task Force Members, mutually abide by and enforce these ground rules and strive towards consensus agreements.

Meeting Attendance: The success of the Task Force will depend largely on the consistent attendance by the Task Force Members. Task Force Members are expected to make a concerted effort to attend all meetings of the Task Force. Members who fail to regularly attend scheduled meetings may be removed from the Task Force by consensus Members present at a scheduled meeting. The following dates are reserved for meetings: June 29, July 15 and 27, August 9 and 31, September 15 and 29, and October 13, 2010.

### **MassDOT**

As the sponsor and convener, MassDOT determines the goals and objectives of this process and how the outcomes will be used. The agency is also responsible for securing the endorsement of leadership and engaging participants; planning and organizing the process with the Massachusetts Office of Public Collaboration, and allocating sufficient resources to see the process through to conclusion. MassDOT will be represented on the Task Force and, through staff and consultants will provide technical and other information to the Task Force to assist in its deliberations. MassDOT is responsible for final decisions regarding the planning, design and construction related to the Longfellow Bridge renovation and restoration.

Representatives of MassDOT are committed to working with, and supporting, the Task Force and carefully considering the recommendations of the Task Force in revising the Environmental Assessment and cross section design for the Longfellow Bridge. Senior staff will participate in discussions of the Task Force, openly discussing their knowledge of the bridge, legal/regulatory/technical requirements, institutional constraints and budgetary information. To the extent feasible, MassDOT or its contractors will provide technical support to the Task Force with respect to a variety of issues such as state and federal regulatory and legislative requirements, engineering limitations and opportunities in the design, construction, and funding requirements.

### **Facilitators**

The facilitators will manage the meetings and assist the Chair and Task Force. They will work with all of the Members and MassDOT to ensure that the process runs smoothly. The role of the facilitators usually includes:

- developing draft agendas,
- focusing meeting discussions,
- working to resolve any impasses that may arise,
- preparing meeting summaries and a draft of consensus work products,
- assisting in location and circulation of background materials and documents the Task Force requests, and
- work with MassDOT to coordinate technical information to be provided to the Task Force.

The facilitators will be responsible for coordinating with MassDOT the posting of meeting summaries and other information on a portion of the MassDOT website dedicated to the Longfellow Bridge Task Force Process. Meeting summaries will contain brief overviews of any presentations and summarize the central elements of discussions and articulated issues, interests and recommendations. In general the summaries will not attribute comments to specific individuals in order to focus on the content of the



discussion. Given the timeframe for the process, meeting summaries will be posted without review by the Members.

### **The Public**

Task Force meetings will be open to the public to observe; however, due to the time frames and later opportunities for formal public comment on the Environmental Assessment, there will be limited opportunity for open public observations and feedback during meetings. Meeting summaries will be made available through postings on the MassDOT website for the project. At several points during the Task Force process the general public will be provided with opportunities to make brief feedback. In September or October of 2010 the Task Force *draft* recommendations will be made available for informational purposes, the Task Force will hold an information session with Question and Answer opportunity, and the public will have a brief 7 day opportunity to submit written feedback before the Task Force finalizes its recommendations and submits them to MassDOT. There will be a formal public comment period on the Environmental Assessment, as required by law, after MassDOT submits the Environmental Assessment to the Federal Highway Administration.

## Appendix C: Summary and Analysis of Survey Responses

The following data charts and comments tables indicate the feedback given by 27 out of 56 participants from the Longfellow Bridge Task Force Process: 17 Task Force members; 7 Sponsor/MassDOT Representatives – 5 staff and 2 consultants; and 3 MOPC facilitators.

### i. Task Force Survey Results

Of the 39 Task Force members who received the end-of process survey, 17 responded, and the data from their responses is analyzed below.

The following list reflects the responses of 12 Task Force members to the question “What were the key issue(s) in this collaborative process”:

**Chart 1**

<i>Comment 1</i>	<i>Allocation of bridge "spaces" Connectivity Move the wall! Recognizing T ridership (90,000 daily) and vehicular crossings (30,000) and actual bike and pedestrian use. Handicap accessible sidewalks. Set the crash barriers to allow 11' travel lanes and recognize the emergency use by the T (buses) and emergency evacuation route. Provide continuous 5' wide bike lanes.</i>
<i>Comment 2</i>	<i>Bringing public agency and public together to work on the issues. Bringing all of the interest groups together in one process.</i>
<i>Comment 3</i>	<i>designing for 21st century transportation/commuting-pedestrians, bikes cars -connections on and off the bridge on both sides of river -connections to parklands -interconnectedness of bridges across the river and roadways linking both sides of the river -storm water management</i>
<i>Comment 4</i>	<i>Allocation of the space available on the bridge to different users. Connections on and off the bridge. How the bridge fits into the overall transportation network.</i>
<i>Comment 5</i>	<i>trust (or lack thereof) between Task Force members and DOT; balancing vehicle and ped/bike interests; transparency and legitimacy of process</i>
<i>Comment 6</i>	<i>Could we achieve consensus over one or more alternatives</i>
<i>Comment 7</i>	<i>status quo ( care oriented) vs better accommodation for bikes and pedestrians</i>
<i>Comment 8</i>	<i>Building consensus, getting good data and providing opportunity for participants to understand technicalities.</i>
<i>Comment 9</i>	<i>Design of the bridge platform</i>
<i>Comment 10</i>	<i>Understanding that a small number of critical issues determine a satisfactory outcome, despite the overall complexity of the context.</i>
<i>Comment 11</i>	<i>Establishing common ground and common goals amongst the various parties involved.</i>
<i>Comment 12</i>	<i>Building a consensus and making a decision</i>

All other survey findings, data and comments are presented under the following thematic areas:

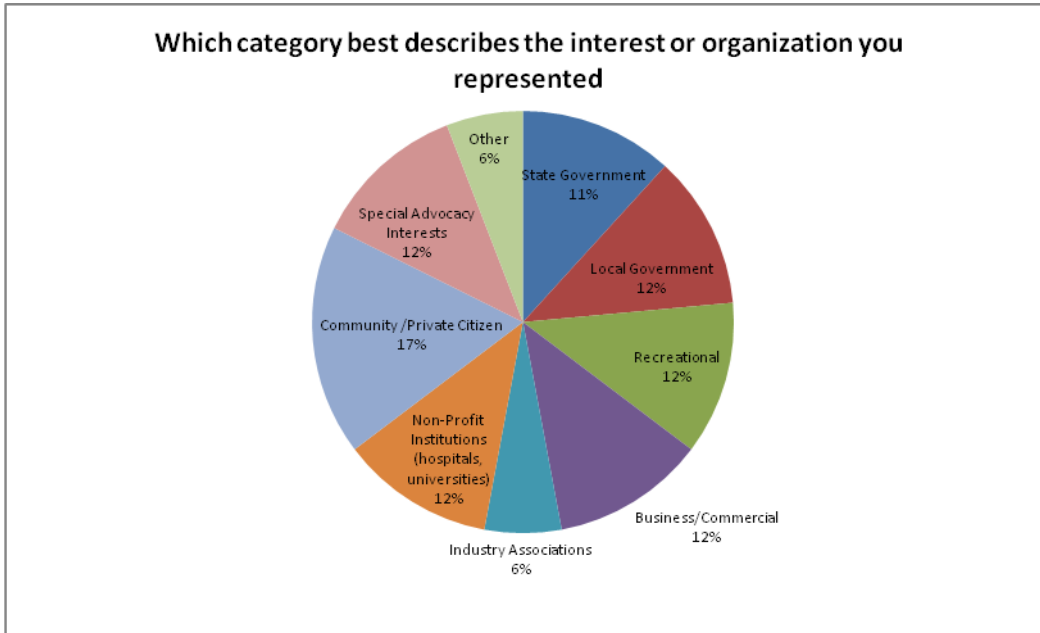
- a) stakeholder representation and experience in the Task Force;
- b) Task Force satisfaction with collaborative process;
- c) Task Force satisfaction with process outcome;
- d) Task Force satisfaction with MOPC facilitation services; and
- e) Task Force satisfaction with public engagement.

**a) Stakeholder representation and experience in the Task Force**

The below graph reflects 17 responses to the featured question using one of twelve categories displayed under the question. Responders identified themselves using nine categories.

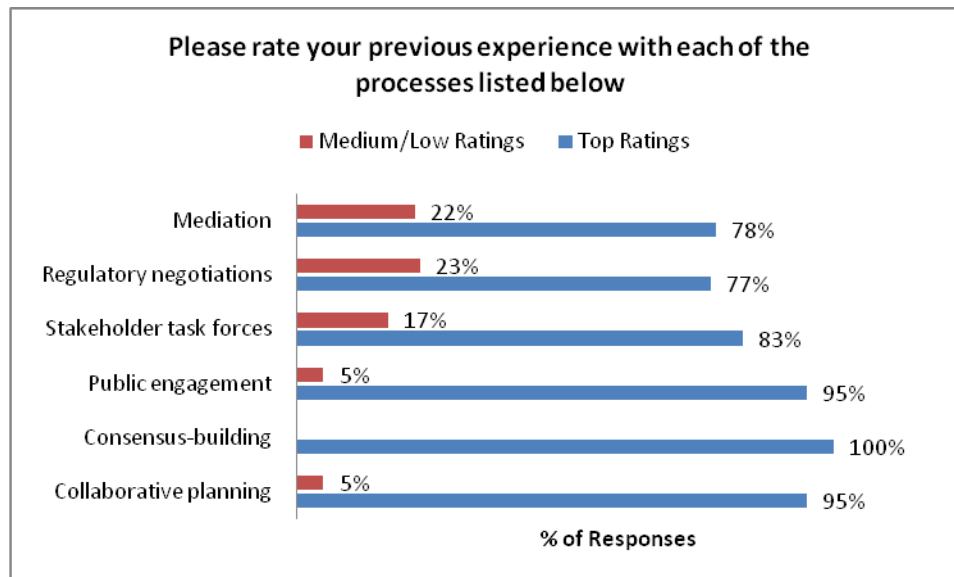
Ratings between 10 and 6 were considered high and those between 5 and 1 were considered low.

**Chart 2**



The below graph reflects 102 responses by 17 survey responders to the question. Responders could select multiple processes. Ratings between 10 and 6 were considered high and those between 5 and 1 were considered low.

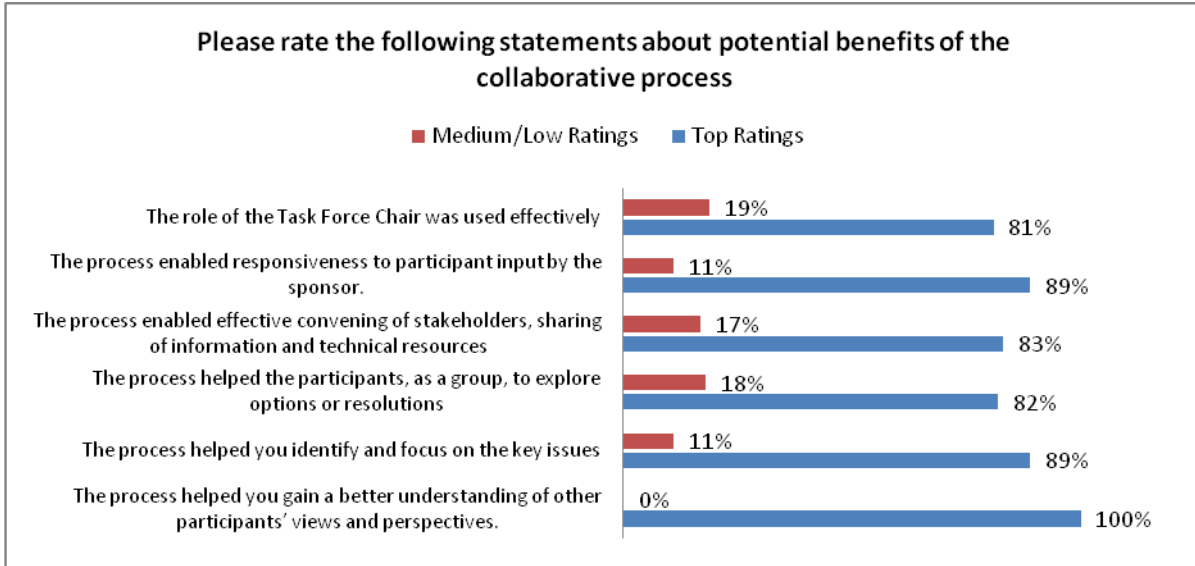
**Chart 3**



**b) Task Force satisfaction with collaborative process**

Task Force survey responses indicate satisfaction with the Longfellow Bridge Task Force as a collaborative process. The following graph indicates 101 responses by 17 responders to the featured rating question. Ratings between 10 and 6 were considered high and those between 5 and 1 were considered low.

**Chart 4A**



Below are comments from 9 Task Force members in response to the above question.

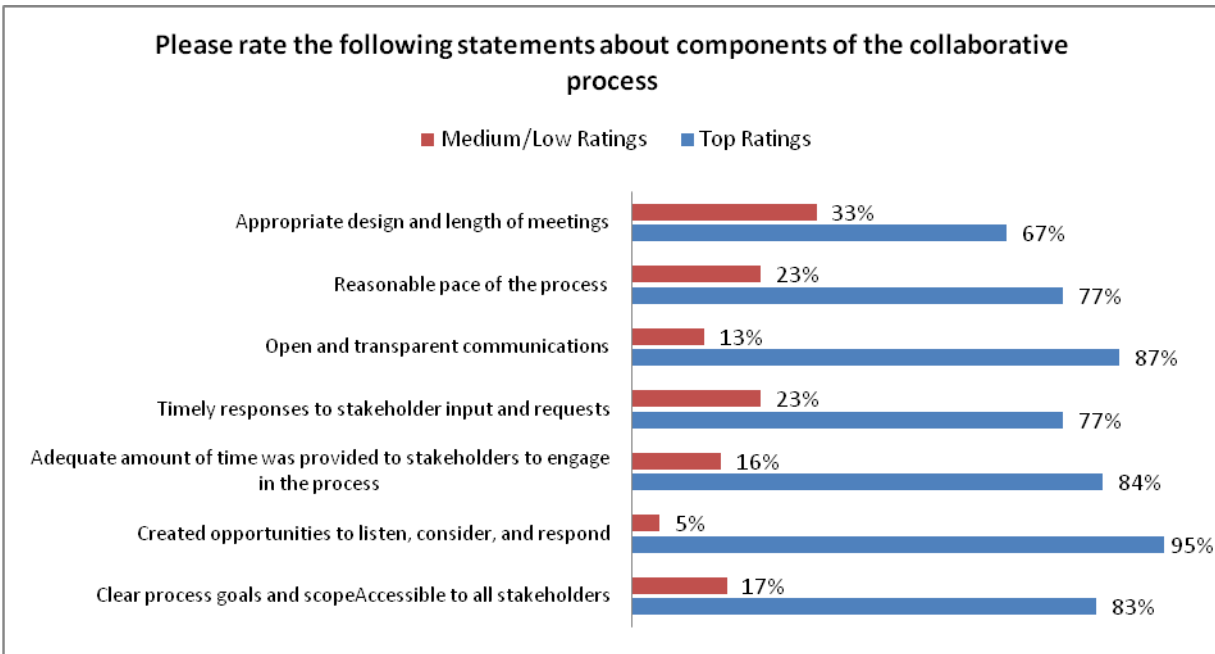
**Chart 4B**

Comment 1	<i>The chair was not used in an effective manner by the mediators</i>
Comment 2	<i>Major land owners and tenants were not proportionately represented.</i>
Comment 3	<i>The Chair's role varied during the course of the process - becoming stronger toward the end.</i>
Comment 4	<i>there was obvious frustration about Charles circle given its key role in movement off the bridge sponsor's responsiveness was positive but unable to gauge in totality until EA filed</i>
Comment 5	<i>I would have rated this higher but not all the participants shared their views and perspectives.  There were few common needs of all participants. The fact that interviews of all Task Force members didn't happen early on was a problem. We got off to a rocky start that undermined confidence in the process.  The process was not effective as it could and should have been. As noted above, we didn't have enough time. Plus, a consultant being paid by and closely aligned with MassDOT and its point of view should not have had such a substantial role drafting documents. Bill Logue's views were too influential. Plus, Abbie Goodman should have been a more active participant as a neutral chair rather than having Bill Logue run the show. What was the point of having her as chair if Bill ran everything? In addition, the Task Force should have had access to its own technical consultant. Relying on the state's contractor for information and expertise did not allow for the Task Force to have access to</i>

	<p><i>information from an independent source.</i></p> <p><i>The Highway Dept. rejected ideas or some ideas (e.g., how to address Charles Circle) just didn't get on agendas. There served as a way to avoid difficult conversations.</i></p> <p><i>As noted above, Abbie didn't lead meeting discussions. Bill Logue did.</i></p>
Comment 6	<p><i>Definitely could understand the perspective of some Task Force members, while others seemed more reluctant to speak publicly in the full group meetings. (These participants may have articulated their views in the smaller groups, but were somewhat reluctant in the larger group discussions, until closer to the end of the process.</i></p> <p><i>Though sometimes a few Task Force members kept revisiting issues that I thought had been clearly resolved.</i></p> <p><i>I could have used some better definition about my role (as Task Force chair) and would have liked to have been more involved in planning sessions with MODR and MassDOT prior to each Task Force meeting.</i></p>
Comment 7	<p><i>process added more data; positions were quite clear before process started</i></p> <p><i>input by Rosales was most helpful</i></p> <p><i>since there is a choice of car lanes vs bike/ped space there is no space for common needs</i></p>
Comment 8	<p><i>Some of the motivations and reasons for lack of agreement were not entirely clear at the end. A good compromise came close but was not adopted for reasons not entirely clear.</i></p> <p><i>She did a very good job without imposing on the process. It was the right light touch.</i></p>
Comment 9	<p><i>They could have used better time management and limitations on stakeholders comments to save time.</i></p>

Task Force members who took the survey express general satisfaction with the various components of the collaborative process. The following graph reflects 112 survey responses by 17 responders to the featured rating question. Ratings between 10 and 6 were considered high and those between 5 and 1 were considered low.

**Chart 5**



Highest ratings were received for the collaborative process creating opportunities to deliberate or to “listen, consider and respond”. Task Force members rated the design and length of meetings the lowest.

When asked whether they would “recommend this type of process to colleague(s) in a similar situation(s)” 16 of the 17 survey responders said they would while one responder said he/she would not recommend this type of process to others.

Below are comments from 11 Task Force members in response to the above question.

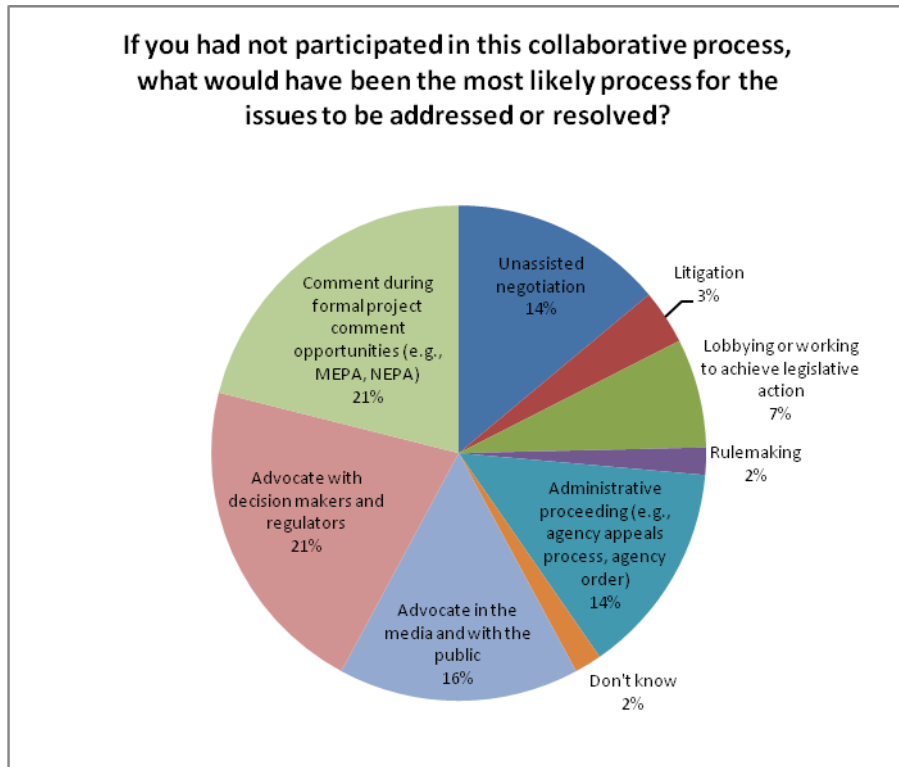
**Chart 6**

<i>Comment 1</i>	MHD was not quick... Too quick - got off on wrong path Horrid - overly packed agenda, constantly bad meeting space w bad lighting, acoustics and sight lines.
<i>Comment 2</i>	Process goals were clear, project goals were less clear A mix, see notes above. Some information was provided very promptly and fully, other information was not provided. Primarily, although there continued to be a number of sidebar communications. Mix, first several meetings were very low on content (and there was a lot of grumbling among many participants). The pace and content then improved a lot. See note above - much less time was needed to instruct participants during the first several meetings. Meetings were very long, and perhaps could have benefited from more focused management, but there were many issues to discuss.
<i>Comment 3</i>	<i>at times process goals and scope seemed muddled given the list of goals TF came up with at the beginning of the process</i>

	<i>If the process hadn't had an end date, seems unlikely members would have coalesced on certain issues design was fine but length of meeting, although perhaps necessary given the number of stakeholders and MHD staff required, yielded diminishing returns at times.</i>
<i>Comment 4</i>	<i>We had to spend too much time debating the scope of the Task Force's work (that is, just the bridge or also the connections). The meetings were too long (3 or more hours is too much) and the space made meaningful discussion very difficult. Plus, information from the small group discussions was not shared.</i>
<i>Comment 5</i>	<i>Some requests were never responded to. Too much in too short a period made it hard for me to commit the time. The break-out sessions were somewhat ineffectual. I did not see my group's discussion well integrated after the session ended. With such a large Task Force, it was hard for all members to make comments at each meeting.</i>
<i>Comment 6</i>	<i>Again, I think that perhaps another meeting or two might have helped to narrow the family of alternatives. MassDOT and the Jacobs team responded quickly to requests for information. would have been good to have people commit to staying a bit longer for a few of the meetings--in advance.</i>
<i>Comment 7</i>	<i>meetings too close together locations and spaces left much to be desired ( audio problems)</i>
<i>Comment 8</i>	<i>The meetings were well designed, perhaps a little long which is hard to avoid with so many participants.</i>
<i>Comment 9</i>	<i>Although the objectives evolved as the process went along, which is to be expected. There was a little scope creep. Too much time was spent "setting up" early in the process and we were squeezed for time arriving at a consensus at the end. See comment above: too slow at the start; too quick at the end.</i>
<i>Comment 10</i>	<i>It was not clear at the outset; but It became clearer as a result of the process. Without question. Could have used more time, especially once we got down to substantive issues. Indeed. Likewise. Well paced, once it got going. Slow and frustrating at the outset -- at least the first two meetings. Good and adjusted appropriately as required.</i>
<i>Comment 11</i>	<i>With such a big group it was hard for some to speak up and be heard Too much information in too little time on occasion.</i>

There is also evidence in the survey data to indicate that the Longfellow Bridge Task Force Process has been a productive and collaborative alternative process. The below graph reflects 56 survey responses to the featured question.

**Chart 7**

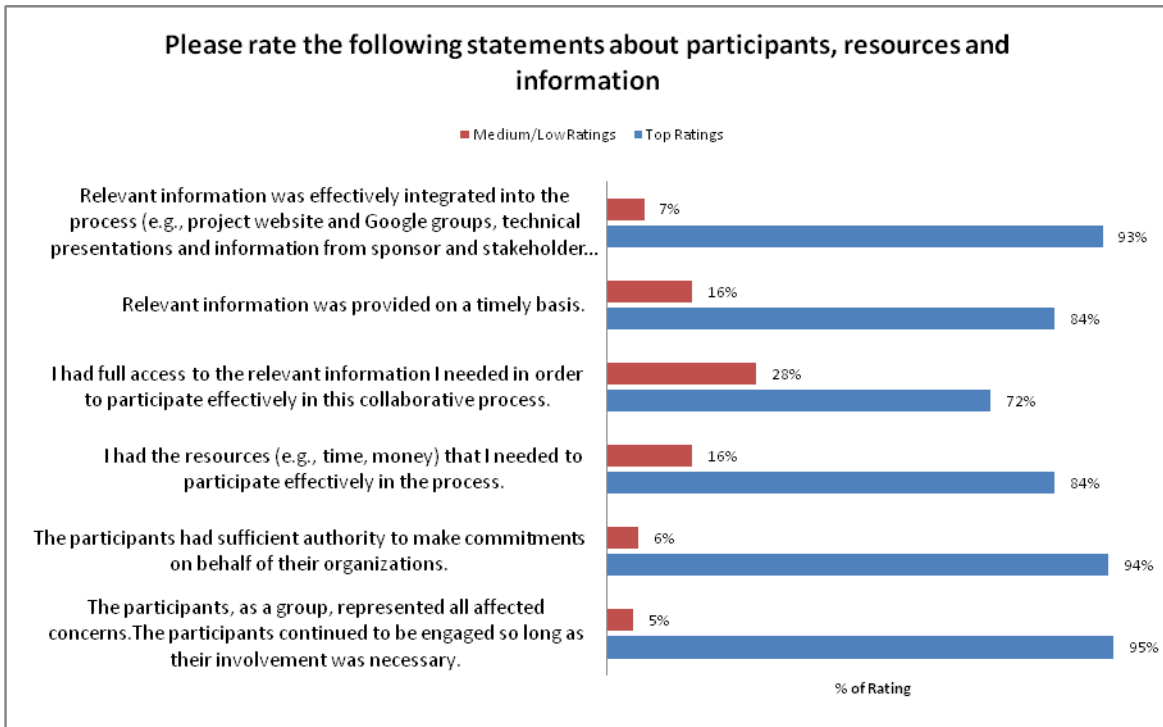


The above graph indicates the vast array of alternative options available to the Task Force members. Many of these processes are less collaborative than the Longfellow Bridge Task Force process. Some are even adversarial.

A key contributory factor to Task Force satisfaction with the collaborative process is participant representation and the level where which participants were able to represent the interests of their constituencies. Not just the level of representation but the availability and timely access to information have all been rated very highly by Task Force survey responders. This is indicated in the below graph which reflects 98 survey responses from 17 survey responders to the featured rating question. Ratings between 10 and 6 were considered high and those between 5 and 1 were considered low.



Chart 8A



Below are comments from 7 Task Force members in response to the above question.

Chart 8B

Comment 1	<i>As an NGO, the state/city always wants our input but never supports it financially. Numerous individuals and NGOs asked for technical info or things like the MHC determination - MHD simply stonewalled.</i>
Comment 2	<i>We didn't hear from T riders or vehicle operators. There were some relatively junior staff from several state agencies, local public entities and the metropolitan planning agency.</i>
Comment 3	<i>Participation in this process required our organization to reduce our efforts on other projects due to the time (and thus budget) that was required to effectively participate. There continues to be rather extensive missing information (see #6 above) including information on traffic and transportation impacts, the cost of steel restoration for the bridge, and the relationship of designs for vehicle/bike/ped approaches to Charles Circle and their relation to Esplanade bridge designs. Some yes, some was not provided (see note above)</i>
Comment 4	<i>automobile commuters and truck transport were not involved- no idea how TF composition would have captured this While I felt I was able to participate effectively in the process, it was a big time commitment and I couldn't always comment on aspects of the project to the extent I would have liked to Facilitators did an excellent job of making material available and incorporating/distributing new material rapidly</i>
Comment 5	<i>I agree that the participants, as a group, represented all affected concerns. However, not all participants were engaged from start to finish.</i>

	<p><i>I don't know. Plus, participants didn't make commitments since this process resulted in options to be studied, not commitments to particular solutions.</i></p> <p><i>I didn't have enough time, nor was there enough time allotted for the process to be highly effective. The final meetings were too rushed with Bill Logue moving from comment to comment without getting into the substance or building consensus. It was more about finishing than it was about the content.</i></p> <p><i>The discussions at the small group level were not shared with other participants so none of us had the benefit of getting all relevant information.</i></p>
Comment 6	<p><i>The schedule was too time intensive. I would have been able to participate more if it had been over a longer period but with shorter or fewer meetings. Several pieces of information were requested by me and others and never received.</i></p> <p><i>What was provided was done so in a timely fashion, but certain requests were not responded to.</i></p> <p><i>See comment above.</i></p>
Comment 7	<p><i>Some people dropped out of the process or were not as active and, unfortunately, the truckers never actively participated.</i></p>

### ***c) Task Force satisfaction with process outcome***

Task Force members were generally satisfied with the outcomes of the process. 12 Task Force members indicated in the survey that progress was made in the following areas:

1. Recreational uses - 88% (15 out of 17 responses)
2. Public safety - 82% (14 out of 17 responses)
3. Transportation - 71% (12 out of 17 responses)
4. Natural resources and environmental conditions - 53% (9 r out of 17 responses)
5. Historic and cultural resources - 53% (9 out of 17 responses)
6. Community and social conditions - 47% (8 out of 17 responses)
7. Economic conditions 6% (1 out of 17 responses)
8. Other – 6% (1 out of 17 responses)

Below are the comments made by 12 Task Force members indicating the areas of progress achieved by the collaborative process.

**Chart 9**

Comment 1	<i>The progress achieved should give MassHighway an idea of the proposals which can fly.</i>
Comment 2	<i>The project will now include a number of elements that were not previously being included by MassDOT, specifically the approaches to the bridge and access for peds and bikes to and from the Esplanade and the Cambridge river front. In addition, facilities on the bridge for peds and bikes will be improved, at least in the outbound direction. There was also consensus on the need to move the project ahead with all due speed.</i>
Comment 3	<i>Task Force was able to narrow down design alternatives for bridge users- several of which are far better than originally proposed by MHD- and give greater to accommodation to peds and bikes and to public safety. These will also allow for greater use of the bridge as a destination by residents and tourists. Recreational uses and corresponding public health benefits are enhances and the neighborhoods surrounding the bridge will also benefit from.</i>
Comment 4	<i>More alternatives were considered for cross sections and approaches that I am not convinced would have been pursued if not for the type of process that was managed.</i>

Comment 5	<i>At the end of the process, I think most Task Force members agreed that the cross-section work should not be separated from the rehab work, despite some repeated input from a few members of the public to separate the cross-section decisions from the structural work that is urgently needed.</i>
Comment 6	<i>Because of press coverage there is better awareness of issues; Provided that connector to Esplanade will be built, there will be improvement to access to parks.</i>
Comment 7	<i>Benefits are that a significant State historic resource will be rehabilitated and access will be improved for all modes of travel. This is a win for all. The full benefits can be assessed once construction is complete.</i>
Comment 8	<i>That is yet to be determined.</i>
Comment 9	<i>A good transportation solution is at hand if MassDOT elects to proceed with the emerging consensus. Safety for pedestrians and cyclists will be enhanced as will access to open space from the bridge.</i>
Comment 10	<i>I believe this process educated all participates as to transportation and public safety needs. Progress was made as there were so many issues on the table and the document clearly points out all the stakeholder concerns.</i>
Comment 11	<i>Many matters were addressed and resolved, in most cases quite creatively; but on others, we simply ran out of time to refine and resolve some interesting ideas. The progress was substantial and significant -- as far as it went. On some important matter, we did not reached conclusion, rather we reached the end of the process. More time on substantive matter would have meant more progress; and my only complaint is that we might have had more time for substantive matters at the end if we have not devoted so much time to process matters at the beginning.</i>
Comment 12	<i>Bridge approaches and parkland access were integrated as a conceptual design level.</i>

11 Task Force members commented that progress was made to the following extent:

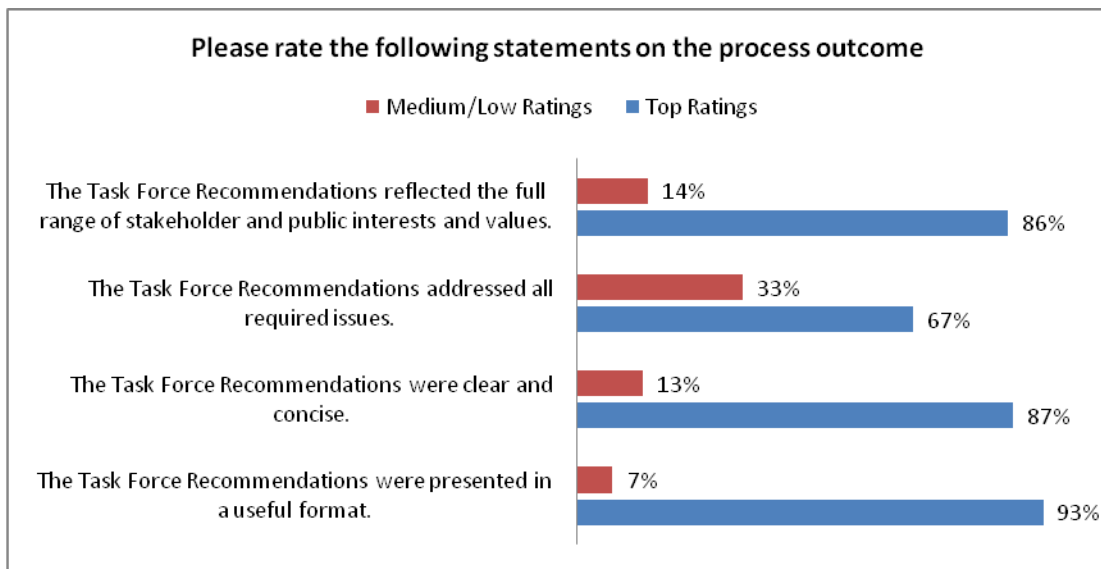
**Chart 10**

Comment 1	<i>Submission of several vetted alternatives for Environmental Assessment some showing a reasonable placement of crash barriers, two lane travel lanes and a 3-lane option at Charles Street. Full discussion of the importance of connectivity on both sides of the River (Kudos to Herb on the Esplanade proposal and to the Cambridge delegation and especially Kelly for the Cambridge proposals). Achieved nearly full consensus on moving the wall except for those who chose to hide behind 4f and historic reviews and /or approvals. Some of the ped advocates strayed off the reservation respecting our pledge not to go to the press and engineered a Globe editorial. Bike advocates continued to forcefully present their points of view and succeeded in showing the so-called bike boxes at Charles Circle (as if there's not enough problems there). I think all agreed on the need for 5' continuous bike lanes and handicap accessible sidewalks. There appeared to be some support for the T proposal regarding 11' travel lanes.</i>
Comment 2	<i>Progress was made on a number of key issues and all participants emerged with a better understanding of the range of issues. The agencies and the public representatives all took care to listen to all of the participants. Each members of the Task Force made some shifts in their opinions. However, a number of key questions remained unanswered and there continue to be concerns among participants about whether those questions will be fully addressed in the documents that will now be prepared by State agency (there was some sense that the process was used to put off some critical studies).</i>
Comment 3	<i>We didn't make progress on Charles Circle. We got lip service but no meaningful discussion on how to address the challenges posed by that intersection. I also think that the Highway Dept. did not sincerely consider the idea of one lane heading into Boston.</i>
Comment 4	<i>90% of the time was spent on the issue of the amount of space dedicated to vehicular vs. pedestrian and cyclist traffic to the detriment of discussion of other issues (ie. historic preservation, phasing, mitigation for construction impacts)</i>
Comment 5	<i>If we had more time as a Task Force, perhaps we would have been able to narrow the alternatives in the final report.</i>
Comment 6	<i>Because of low traffic counts most participants could agree on having only one traffic lane outbound.</i>

	<i>But on inbound there was no firm commitment to replace car lanes with better accommodation for bikes and pedestrians.</i>
<i>Comment 7</i>	<i>Accommodations for bikes, peds and connections to Esplanade were addressed. Regional impacts for truck and auto access received less attention.</i>
<i>Comment 8</i>	<i>There appears to be a strong consensus on the biggest issues, but several of the subordinate issues were not able to be resolved with the time and resources available.</i>
<i>Comment 9</i>	<i>the task was to determine recommendations for the cross section of the Longfellow Bridge and I believe that was accomplished by listening to all stakeholders.</i>
<i>Comment 10</i>	<i>The scope was properly defined as including matters related to improving the bridge approaches and better integrating the adjacent parkland; but that appropriately broader scope raised additional substantive and planning/permitting issues and opportunities that could not be fully addressed and resolved within the Task Force process. And it was not made entirely clear at this point whether, how, when and by whom those important outstanding issues/opportunities would be addressed and resolved. There was also little, if any, discussion of project costs and funding considerations.</i>
<i>Comment 11</i>	<i>Initially input of the Task Force was intended to be limited to the bridge section. Some were able to broaden the focus to other related issues (parkland access, etc.) which ended up the benefiting the project but it was an uphill push. Other issues (storm water management etc.) remained unaddressed.</i>

The following graph reflects 62 responses by 16 responders to the featured rating question. Ratings between 10 and 6 were considered high and those between 5 and 1 were considered low.

**Chart 11A**



The format in which the final recommendations were presented was satisfactory to the majority of the Task Force members. The majority of them were also satisfied with the clarity of the recommendations and with the way the recommendations reflected the full range of stakeholder interests.

64% of the Task Force members felt that progress was achieved on most key issues while 24% felt progress was achieved on some key issues. 6% felt that progress was achieved on all key issues while another 6% felt that the process ended without achieving any progress at all.

When asked to compare their ability to work together both before and after the collaborative process began, 63% of the Task Force participants said they could not work together before the process began and 37% said they could. With regard to before the process began, several Task Force participants noted

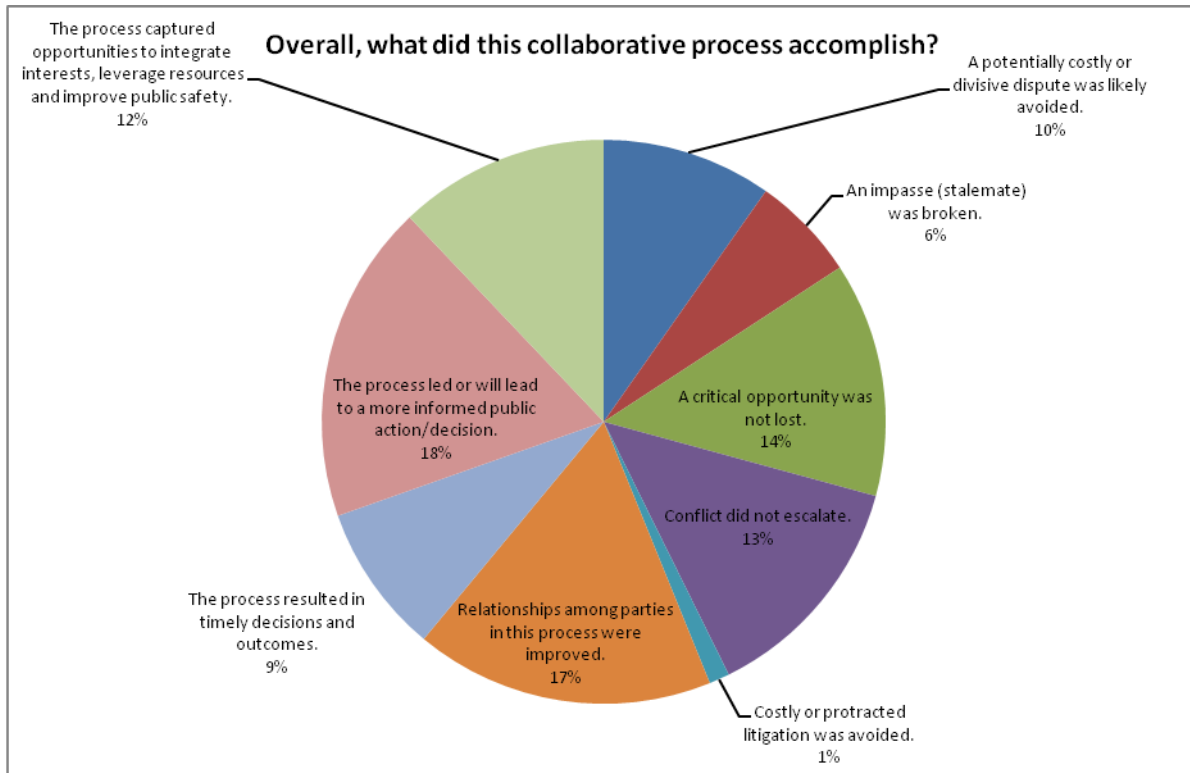
that they had not had the opportunity to work together or to be involved in this issue. It is however, noteworthy that 95% of the Task Force responders felt they could work together as a result of this process. Here are the comments made by the Task Force members:

**Chart 11B**

Comment 1	<i>Many of the participants had previously worked together. However, prior to this process we had not been able to work collaboratively on this project - and had each (or in small groups) been working separately with MassDOT. This process certainly reinforced our ability to work together, and specifically gave us the opportunity to work cooperatively in a much for focused and intensive way.</i>
Comment 2	<i>Some participants didn't know each other before the process began so they could not have worked together cooperatively. There was too much resistance from Highway Dept. folks to some of the ideas. Plus, not all the participants worked - some didn't come to the meetings and some didn't speak even when there.</i>
Comment 3	<i>I wasn't involved very much before the process began so I cannot judge.</i>
Comment 4	<i>It seemed that some participants came in with a strict agenda for their own constituents. The ground rules helped enormously. And then, as people got to know each other, cooperation seemed to increase.</i>
Comment 5	<i>most participants had been in similar situations; and reminders to "follow the rules" felt a bit patronizing</i>
Comment 6	<i>For the most part, these people have worked together and well on CAT and others matters for many years. They worked well together, as expected and as they had in the past, for the most part.</i>
Comment 7	<i>We did not even know some of the players before the process This became an opportunity to broaden our base and get to know the community</i>

The overall outcomes of the Longfellow Bridge Task Force process indicate a multitude of gains. The following graph indicates the featured question. 82 responses were received to this question. Please see the below graph for an illustration of these gains.

**Chart 12A**



Responses indicate gains such as more informed public action and improvements in relationship among participants. Task Force responders also indicated that a critical opportunity was not lost and that conflict did not escalate as a result of the process. Another group of responders indicated that the process enabled the integration of interests, leveraging of resources and improved public safety. A section of the responders indicated that a potentially costly or divisive dispute was avoided by the process. Others indicated that the process resulted in timely decisions and outcomes and that an impasse or stalemate was broken. A small number of participants indicated that the process avoided a costly or protracted litigation.

**Chart 12B**

<i>Comment 1</i>	<i>It was a poorly managed process with a moderator that I would have not used. In essence it was cover for MHD and apart from the Esplanade connection, represents a missed opportunity to really build consensus..</i>
<i>Comment 2</i>	<i>When the EA that MassDOT will now prepare fully evaluates all of the options identified by the Task Force, the process will have significantly improved the decision making process.</i>
<i>Comment 3</i>	<i>It is too soon to know if a dispute has been avoided, if a critical opportunity is not lost, if litigation was avoided, etc. Time will tell us what this process accomplished beyond creating a report with interesting options for MassDOT to consider. The real test of what we accomplished is in what MassDOT does with the information.</i>
<i>Comment 4</i>	<i>I am truly hopeful that as the EA moves forward, certain stakeholder groups would continue to respect the collaborative process and would not seek to delay the process if they are not happy with the cross-section that MassDOT ultimately decides to move forward.</i>
<i>Comment 5</i>	<i>since there were so many option, outcome is not certain yet</i>

Comment 6	<i>No stalemate, but there may still be additional disputes or litigation in the future. We don't know yet.</i>
Comment 7	<i>I think relationships among the parties were improved and this will help as MassDOT moves forward with this and other projects.</i>
Comment 8	<i>Well done.</i>

#### **d) Task Force satisfaction with MOPC facilitation services**

Task Force members were satisfied with the various aspects of the facilitation services. 15 Task Force responders<sup>1</sup> indicated that the collaborative process could not have achieved a similar or better outcome without neutral facilitation.

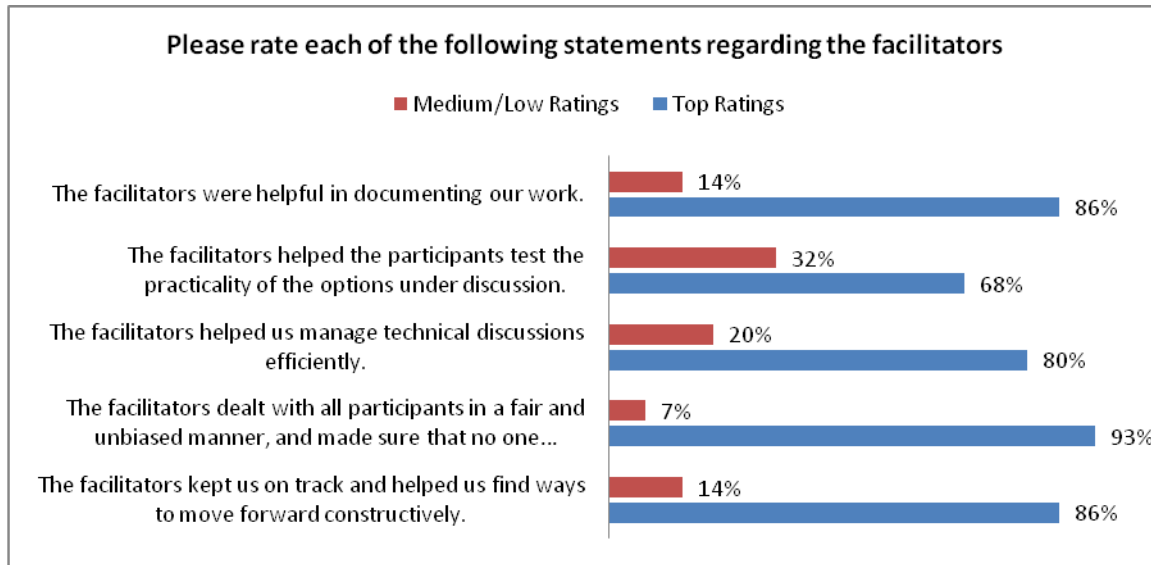
**Chart 13**

Comment 1	<i>A whole lot better with a different moderator.</i>
Comment 2	<i>Definitely not. I came into the process somewhat skeptical about the use of facilitators but left with a far better understanding of what they can accomplish</i>
Comment 3	<i>While I answered No, I believe the process could have achieved a better outcome with a better neutral facilitator. I don't think Bill Logue did as good a job as he should have.</i>
Comment 4	<i>First, we needed the collaborative rules of engagement and the MODR facilitators, to keep people communicating in a productive way, to keep MassDOT staff and the Jacobs team enthused about the process and for the facilitators to note their observations about where we needed to make improvements in communication. Second, there is no way that a group of busy Task Force members could have kept the many documents and alternatives organized without the help of the facilitators. And third, the report writing was critically needed--to keep us focused on the final work product.</i>
Comment 5	<i>facilitation was fine</i>
Comment 6	<i>Facilitation was good.</i>
Comment 7	<i>Facilitation was a key to the level of success that we achieved as well as the neutral documentation of issues resolved and those that remain open.</i>
Comment 8	<i>Neutral facilitation is necessary for this type of complicated issue.</i>
Comment 9	<i>The facilitation was effective and essential -- and I generally do not conclude that about facilitators.</i>

They rated the facilitators very highly for fairness and lack of bias and their ability to ensure that no group/individual dominate the process. The following graph reflects 80 responses from 16 responders to the featured rating question. Ratings between 10 and 6 were considered high and those between 5 and 1 were considered low.

<sup>1</sup> The other two task force survey responders did not respond to the question “Do you believe that this collaborative process could have achieved a similar or better outcome without neutral facilitation?”

**Chart 14A**



The Task Force also rated highly the help provided by the facilitators in documenting Task Force recommendations and for assisting the Task Force to stay on track and to move forward constructively. Below are comments from 9 Task Force members in response to the above question.

**Chart 14B**

Comment 1	<i>Hardly - basically skipped those. Often poorly...</i>
Comment 2	<i>The facilitators had a steep learning curve, and their helpfulness increased greatly over the course of the project. It would be useful to have facilitators who are better versed in the content of the discussion (not necessarily this particular project, but transportation issues more broadly).</i>
Comment 3	<i>there were some people who dominated the process and towards the end esp. in breakout groups I felt facilitators were focused on trying to get key persons' buy in/feedback to the exclusion of others</i>
Comment 4	<i>Sometimes we moved forward at the expense of discussing issues in appropriate detail or building consensus. I don't think Bill was fair and unbiased. He dismissed the views of some people too quickly and was too willing to accept MassDOT's views. They didn't manage technical discussions. Helpful but a true neutral should have done the drafting.</i>
Comment 5	<i>too much time spent on procedures/setting up rules More information on how other cities have handled the issue would have been helpful. Considering how many bike/ped advocates attended public meeting, outcome does not seem to reflect that did anybody document number of speakers at public meeting? and what they advocated for?</i>
Comment 6	<i>Great job. Articulate, well-spoken and good documentation.</i>
Comment 7	<i>For the most part, meetings began and ended pretty much on schedule, but toward the end, rather than dealing with the controversial issues first when there was plenty of time, they were taken up last when time had run out - thus another meeting day was required. This occurred at least in part also because people who had spoken were allowed to keep responding to other</i>

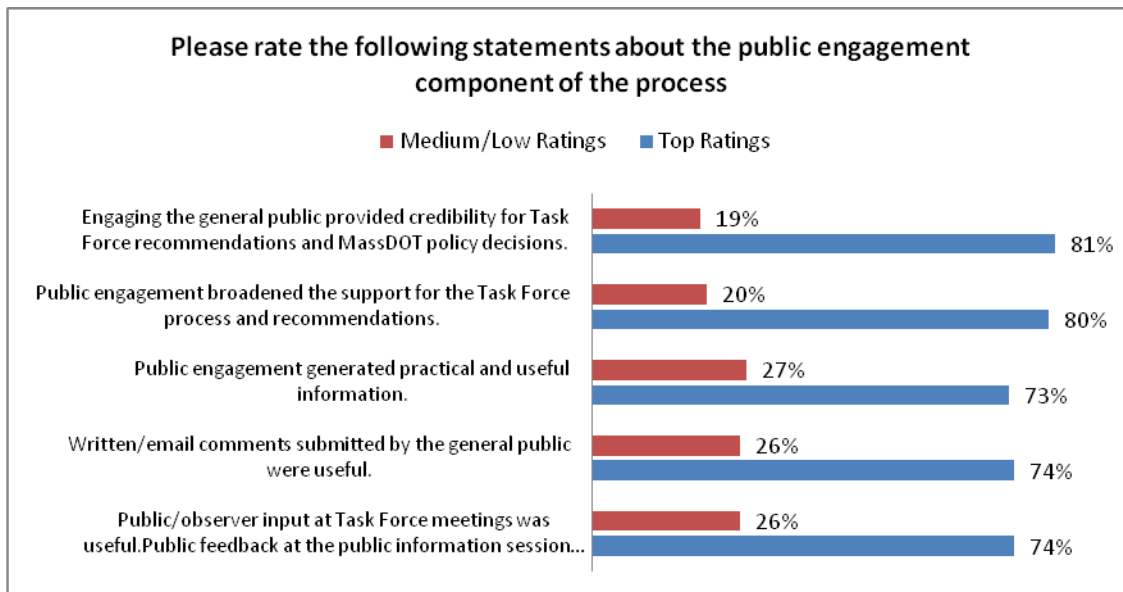


	<p><i>contrary views rather than allowing other to speak.</i></p> <p><i>While efforts were made to receive comments from all before repeat comments were made by a few, those efforts were not always successful.</i></p>
Comment 8	<p><i>Mostly on track. Time was always in short supply but was managed as well as could be expected.</i></p> <p><i>Very good job here.</i></p> <p><i>Off all of the contributions, the fair and complete documentation in our report was the best contribution of the facilitators.</i></p>
Comment 9	<p><i>Except for the unduly defensive start, which wasted valuable time.</i></p> <p><i>Well done.</i></p> <p><i>Generally well done.</i></p> <p><i>Well done.</i></p> <p><i>Exceptionally well done -- with prompt, responsive and nuanced editing.</i></p>

### *e) Task Force satisfaction with public engagement*

The following graph reflects 79 survey responses by 16 survey responders to the featured rating question. Ratings between 10 and 6 were considered high and those between 5 and 1 were considered low.

**Chart 15A**



Overall, Task Force members had accepted public engagement as a value addition to the collaborative process. Some negative opinions around public engagement remain, particularly among a couple of state and local government members in the Task Force regarding the usefulness of public engagement. But they are very much a minority.

Below are the comments made by Task Force responders regarding public engagement:

**Chart 15B**

<p>Comment 1</p>	<p><i>Very poorly managed - sometimes insulting to the "Observers" who may in fact know far more than any of the MHD staff and certainly the moderator.</i></p> <p><i>Given inadequate attention</i></p> <p><i>Had there been a healthy process with led by a moderator that wanted more engagement, there would be a different result.</i></p> <p><i>No, it was just more cover for a misdirected Task Force process.</i></p>
<p>Comment 2</p>	<p><i>Public/observer input was nearly non-existent, and that is a problem. I suggest that anyone who attended the Task Force meetings, not just Task Force members, should be asked to complete a survey about the process. Public feedback at the public information session was useful.</i></p> <p><i>We could have had more practical and useful information if the public/observer input was better.</i></p> <p><i>It is too soon to know the answer to this.</i></p>
<p>Comment 3</p>	<p><i>At a few Task Force meetings, the public/observers seemed to be raising issues on behalf of particular Task Force members. At the public information session, we heard some diversity of opinion on some issues, demonstrating the complexity of this project and the preferences of many different people.</i></p> <p><i>I'm not sure we learned anything new, but at least the public was asked for input.</i></p> <p><i>It is hard to tell, but overall, I think that the public meeting helped the public in attendance to have a better understanding of why we had so many alternatives.</i></p> <p><i>I think this provided more credibility, as we didn't have anyone react negatively to the overall process we used to develop the recommendations that were presented at the public meeting.</i></p>
<p>Comment 4</p>	<p><i>there was hardly any time for it</i></p> <p><i>many spoke at public meeting, but that did not seems to get reflected in outcome.</i></p> <p><i>yes, but will it be incorporated?</i></p> <p><i>public comments not same as MassDOT report</i></p> <p><i>rather than credibility, it provided a fulfillment of required process</i></p>
<p>Comment 5</p>	<p><i>yes. There could have been more public involvement.</i></p> <p><i>Not sure.</i></p>
<p>Comment 6</p>	<p><i>Could have been more time for that. Much of it had to take place outside of the meetings -- which was not bad, but could have been better.</i></p> <p><i>Less so than the oral comments.</i></p> <p><i>As previously noted, both the communication and the collaboration was good -- but better for Task Force members than for the general public.</i></p> <p><i>The community meeting was very well done -- as was perceived to be so by the public.</i></p> <p><i>Many of the ideas adopted had already been discussed publicly and had much community support, which the process reflected and reinforced.</i></p>
<p>Comment 7</p>	<p><i>Too little, too late to have much of an affect.</i></p>

More importantly, all 17 Task Force members said they would continue to stay involved in the project even after the conclusion of the formal collaborative process. This is a positive sign for continuous public and stakeholder involvement and engagement around the Longfellow bridge renovation project in the future.

## Chart 16

<i>Following this collaborative process, do you plan to stay involved in this public project?</i>	
<i>Comment 1</i>	<i>Attend all public presentations. To preserve and protect the Kendall Square Urban Renewal Area.</i>
<i>Comment 2</i>	<i>To continue to shape the project that emerges from the EA.</i>
<i>Comment 3</i>	<i>We are speaking about the project with our members and plan to work with the engineers and agencies on environmental issues and parkland connections as the project moves forward</i>
<i>Comment 4</i>	<i>I hope to be able to be publicly supportive of the EA process going forward, especially supportive of whatever alternative MassDOT finds to be most feasible, given all the factors that have to be considered to keep the bridge safe, keep traffic moving, and enable increased use by bicyclists and pedestrians also.</i>
<i>Comment 5</i>	<i>Urban transportation is changing and needs flexible approach to accommodate ped/bikes.</i>
<i>Comment 6</i>	<i>Will follow it closely.</i>
<i>Comment 7</i>	<i>I will follow the project closely, submit comments when appropriate and participate in further collaborative meetings, if asked to do so.</i>
<i>Comment 8</i>	<i>Comment on the EA, participate in future meetings on the design and implementation of the project: both the bridge and the connections.</i>
<i>Comment 9</i>	<i>The MBTA will continue to work closely with the Highway Division on this project and others to address any and all issues that may arise due to this bridge project and other bridge projects affecting the Charles River Basin</i>
<i>Comment 10</i>	<i>Will continue to be involved in the continuing planning and permitting process, and hopefully on any successor community participation entities.</i>
<i>Comment 11</i>	<i>Call, write, advocate for the right outcome.</i>

### *f) Other Task Force survey feedback*

The following are some of the comments made by Task Force responders to the open-ended question.

## Chart 17

<i>What is your top suggestion on how this collaborative process could have been improved? Please write "NONE" if you feel this process could not have been improved.</i>	
<i>Comment 1</i>	<i>Do not use the facilitator/moderator that was used</i>
<i>Comment 2</i>	<i>The mediators were much to embedded in DOT's needs and views at the beginning and only began to actually see the Task Force as their client near the end of the process.</i>
<i>Comment 3</i>	<i>none</i>
<i>Comment 4</i>	<i>See note about content expertise. Also while ultimately the Task Force was successful (thank you!)- the facilitators should have asked the participants if they had worked in such a manner before (collaborative public processes) - and then proceeded to get into the content much earlier in the process. The two "process" meetings at the beginning nearly lost many of the participants who were feeling very frustrated that the effort was going to be a waste of time. There was seemingly no knowledge on the part of the facilitators about the Task Force members and their backgrounds - the MassDOT staff could have provided that background quite easily.</i>

Comment 5	<i>getting MHD to commit to/join consensus on certain issues could have been stronger</i>
Comment 6	<i>Task Force members should have been permitted to ask for all info they felt they needed to assess options and been guaranteed a response from DOT.</i>
Comment 7	<i>More advance planning with MassDOT and Jacobs and the Task Force chair at the beginning. Maybe two more meetings to try to narrow alternatives.</i>
Comment 8	<i>Have experts ( from different camps) in urban transportation start with overview that is larger than project itself. For example voice of Fred Salvucci got almost no air time. There was too much emphasis on keeping status quo, fear of change.</i>
Comment 9	<i>A well managed process. Shorter meetings if possible!</i>
Comment 10	<i>Address the most controversial issues at the beginning of a discussion rather than at the end when time is short.</i>
Comment 11	<i>Better allocation of time across the overall schedule and during individual sessions. More time for developing consensus at the end what it was needed most. The extra meeting helped, but it wasn't until the last couple of meetings that it all came together.</i>
Comment 12	<i>A more detailed meeting structure to reduce meeting times and time limits on individual comments/observations.</i>
Comment 13	<i>NONE</i>
Comment 14	<i>This has been one of the best facilitations that I have been involved with; and if the facilitators knew then what they know now -- and what many participants knew then -- we would have gotten down to serious business sooner. The kind of incivility, close-mindedness and myopic advocacy that seemed to be feared at the outset was simply not in the cards with this group based on our shared past experience with each other -- albeit not with the facilitators.</i>
Comment 15	<i>some</i>

## ii. Sponsor Survey Results

Of the 14 MassDOT representatives invited to respond to the end-of-process survey, 7 responded (5 MassDOT staff and 2 consultants) and the data is analyzed below. It must be noted that the survey results are being reported as “sponsor” or MassDOT responses, though it includes MassDOT consultant feedback.

The following were the key issues identified by sponsor responders as the main issues of the collaborative process:

### Chart 18

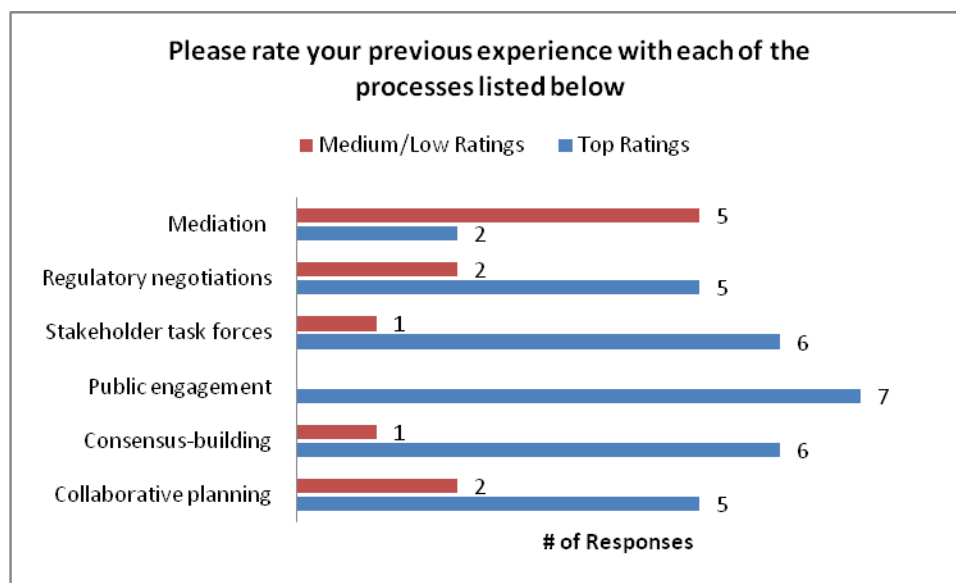
Comment 1	<i>Definition of user needs and how to allocate the space available.</i>
Comment 2	<i>Proper allocation of space for different types of users; proper connections to parks and other destinations on each end of the bridge; treatment of "pinch points"; MassDOT's commitment to listen to stakeholders.</i>
Comment 3	<i>1. Perceived narrow approach by MassDOT to infrastructure improvements 2. pound of MassDOT flesh desired</i>
Comment 4	<i>What the real purpose of the project was</i>
Comment 5	<i>Balancing the traditional needs of a transportation agency with the desires of the public, in particular, non-automobile oriented community groups.</i>

Comment 6	Communicating transportation engineering constraints while listening and understanding the social and environmental impacts to user groups
Comment 7	Making sure all views were heard in a neutral forum to ensure all stakeholders had an opportunity to comment to MassDOT regarding the final design configuration for the cross section of the Longfellow Bridge.

**a) Sponsor experience with collaborative processes**

The below graph reflects the seven survey responses to the featured rating question. The graph indicates the number of responses per question. Ratings between 10 and 6 were considered high and those between 5 and 1 were considered low.

**Chart 19**

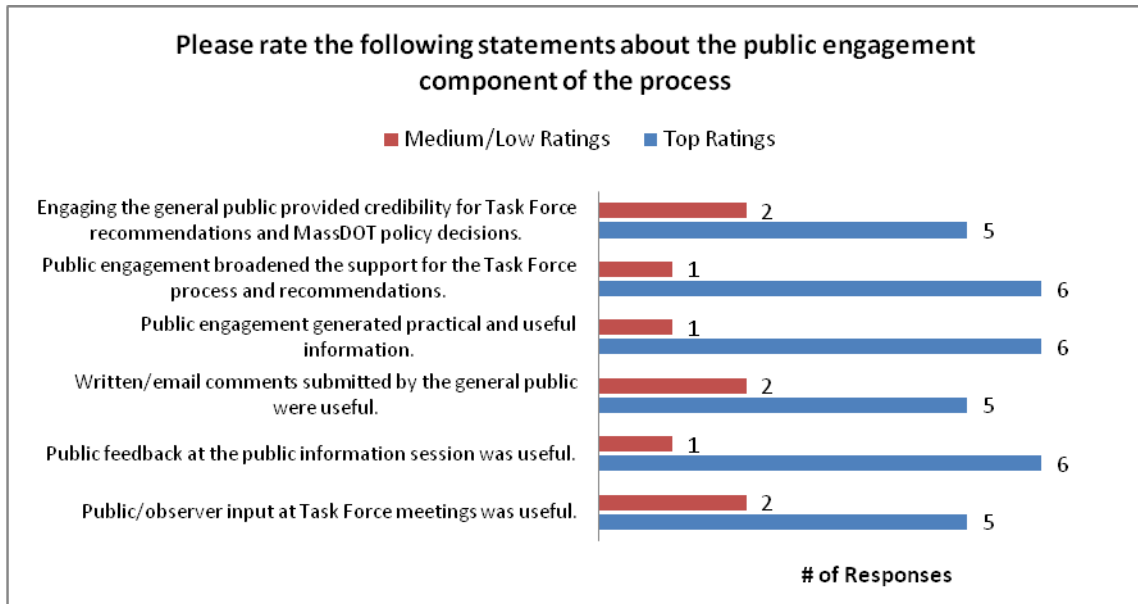


Sponsor responders indicated they were generally experienced in several collaborative processes. All seven responders rated higher levels of public engagement experience. Experience with collaborative planning was rated the lowest by them.

**b) Sponsor satisfaction with public engagement**

The below graph reflects seven survey responses to the featured rating question, which had six prompts. One rating was allowed per prompt. All seven responders rated each prompt. Ratings between 10 and 6 were considered high and those between 5 and 1 were considered low.

**Chart 20A**



Ratings were generally high. Sponsor responders were particularly satisfied with public feedback at the public information session, public engagement generating practical and useful information and public engagement broadening the support for the Task Force process and recommendations.

**Chart 20B**

<i>Comment 1</i>	<i>Observers were all associated with Task Force members and did not provide any unique viewpoints. Simply reinforced points already made by others. Again, not many independent views were presented. Mostly repetition from previously identified stakeholders.</i>
<i>Comment 2</i>	<i>Media coverage was helpful too.</i>
<i>Comment 3</i>	<i>Most public input was a reiteration of previous points, and added very little value to the process.</i>
<i>Comment 4</i>	<i>Often there is limited topic representation by public that are not affiliated with a specific advocacy group Many of the comments are consistent with views and opinions of the stakeholder participants</i>

***c) Sponsor satisfaction with the collaborative process***

Four sponsor responders indicated that they could work together before the process while one indicated that they could not. All seven sponsor responders indicated that they could work together as a result of the process. Please see their comments below:

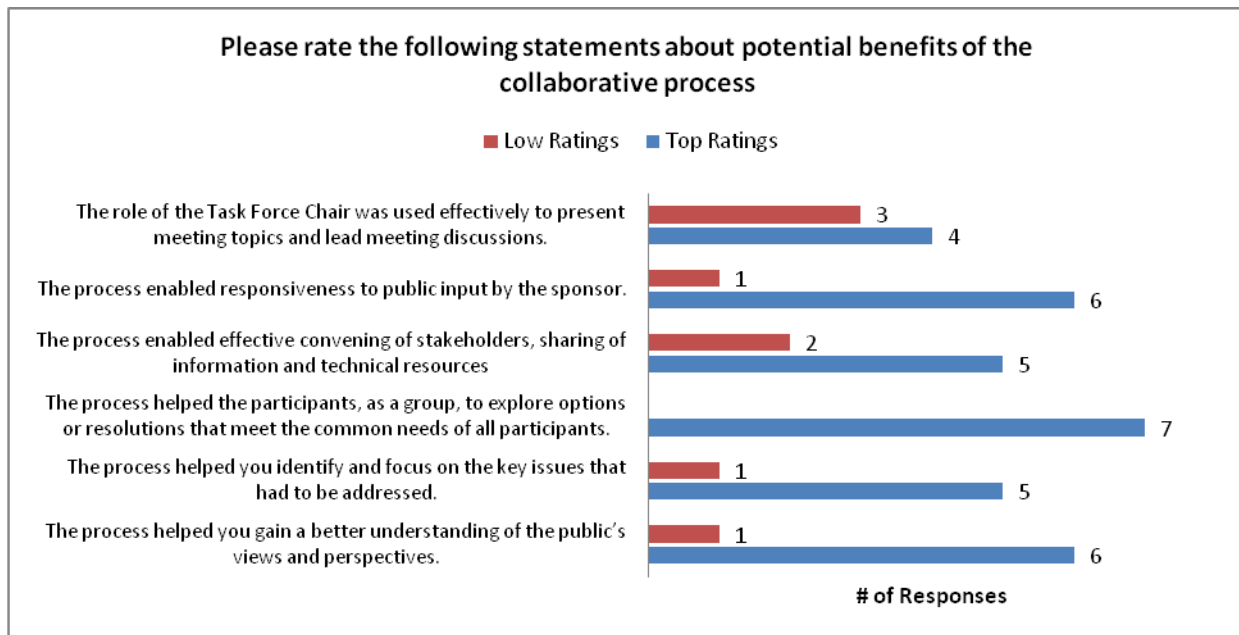
**Chart 21**

<i>Comment 1</i>	<i>Not much agreement. Everyone had their own agenda and fought for what they wanted at some other users' expense.</i>
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	<i>Participants realized that they had to give a little in order to get support for what was important to them. They were forced to decide on what really mattered to them. (ie - decide between wants and needs)</i>
<i>Comment 2</i>	<i>Everyone was willing to work together. MassDOT didn't quite "check its baggage at the door" MassDOT shifted off some hard positions at the end.</i>
<i>Comment 3</i>	<i>The agency and consultants worked cooperatively with the participants to provide engineering reasoning for how and why decisions were made. The process would have been greatly improved if MassDOT and the consultants could have started with a presentation of the proposed work to bring all participants up to speed on where the process has been, and given a clearer understanding of the project and its complexities as a whole before muddling with process and rules of collaboration.</i>
<i>Comment 4</i>	<i>Initially there were some reservations on all sides including stakeholders, officials, consultants etc, but it dwindled as the process progressed I believe there was progress made for this project and still likely more to come but more importantly for other projects moving forward there may have been more trust initiated amongst major transportation advocacy groups</i>

The below graph reflects seven survey responses to the featured rating question. Seven sponsor responders rated the question. Ratings between 10 and 6 were considered high and those between 5 and 1 were considered low.

**Chart 22A**



The seven responders were in unanimous agreement that the process helped participants, as a group to explore options or resolutions that meet the common needs of all participants. Three of the seven responders indicated in the survey that the role of the Task Force chair was not used effectively to present meeting topics and lead meeting discussions.

**Chart 22B**

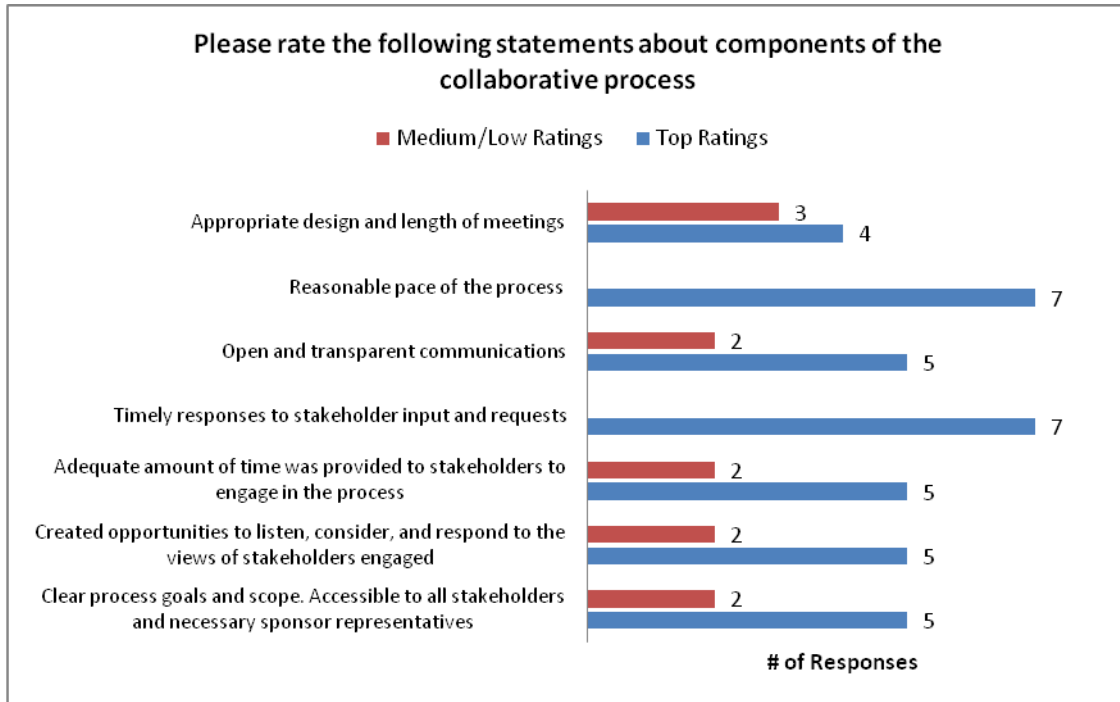
<p>Comment 1</p>	<p><i>For the most part, I think the participants views were know prior to the process. Process helped define the specific areas of disagreement between the user groups and where to focus the group's attention.</i></p> <p><i>Got people thinking outside the box.</i></p> <p><i>There were ideas that the participants felt came from the group participants that MassDOT never considered.</i></p> <p><i>MassDOT responded by adjusting the design and considering options that we normally would not have considered.</i></p> <p><i>Did a good job of keeping the participants focused on the topics.</i></p>
<p>Comment 2</p>	<p><i>The taskforce only addressed the issued that it identified. There are many other key issues associated with the project that also need to be addressed. That is, the scope of the taskforce was limited.</i></p> <p><i>Sometimes meetings were rushed and/or haphazard. Lots of material covered in a short amount of time.</i></p> <p><i>The sponsor listened and participated in discussions, but the process was not structured for "responsiveness."</i></p> <p><i>Facilitators provided almost the same level of oversight and leadership. Chair position was not very effective, but it did not need to be.</i></p>
<p>Comment 3</p>	<p><i>Ped bridge was a sleeper issue</i></p> <p><i>This was the point of the Task Force</i></p> <p><i>Data dump on the TF using the Google group didn't help anyone really understand the data</i></p> <p><i>Abbie Goodman's role was confusing. She did not have enough power.</i></p>
<p>Comment 4</p>	<p><i>We also have other opportunities such as public meetings, etc.</i></p> <p><i>Due to the schedule limitations everyone was forced to focus and identify key issues or they would lose a great opportunity to be heard.</i></p> <p><i>This was the best outcome of the Task Force.</i></p> <p><i>This will help cement our relationships with advocacy organizations for years to come.</i></p> <p><i>We ended up making decisions and concessions that we did not anticipate making at the outset of the process.</i></p> <p><i>Abbie was credible, fair, and effective.</i></p>
<p>Comment 5</p>	<p><i>The public's views from several vocal groups have always been clearly presented and understood. The process helped to give equal voice and confidence to other public groups that agree with the MassDOT proposal; however this was very late to come. There was great emphasis on the rules of the process, however this seemed to largely be lip-service throughout most of the process, but when implemented a more diverse range of public opinions emerged. The discussion of the group quickly zeroed in on the balance of user space, but where the process failed was in controlling the voice of detractors attempting to only recognize one viewpoint.</i></p> <p><i>After many attempts, finally in the last couple of meetings this occurred.</i></p> <p><i>The process would have been greatly improved if it began with this information rather than an entire meeting dedicated to the rules of the process.</i></p> <p><i>Abbie showed the correct balance of leadership and stewardship throughout the process.</i></p>
<p>Comment 6</p>	<p><i>I have gained a better understanding of public views and perspectives of those that were communicated to us</i></p> <p><i>effective dialogue took place but there still remains a level of skepticism</i></p> <p><i>Yes to the extent of all public participation that was represented</i></p> <p><i>Yes, the Chair fairly and professionally understood many of the topics and concerns</i></p>



When asked whether they would “recommend this type of process to colleague(s) in a similar situation(s)” all sponsor responders were unanimous in agreement that they would.

The below graph reflects seven survey responses to the featured rating question. All seven responders responded to the question. Ratings between 10 and 6 were considered high and those between 5 and 1 were considered low.

**Chart 23A**



Participants rated the collaborative process highly for enabling timely responses to stakeholder input and requests as well as the pace of the process.

**Chart 23B**

<p><i>Comment 1</i></p>	<p><i>The goals evolved after a few meetings, so what was clear at the beginning of the process was not so clear at the end.</i></p> <p><i>Good control of discussions.</i></p> <p><i>Seemed rushed, especially at the end. Meeting schedule was very rigid and was not modified even after the discussions grew beyond the initial topic of allocation of cross section space.</i></p> <p><i>Yes, at the meetings, but it was apparent that much was happening behind the scenes.</i></p> <p><i>The pace was okay, but the ending was abrupt.</i></p>
<p><i>Comment 2</i></p>	<p><i>It took three meetings before it was made clear that the goal of the TF process was to develop alternatives for the ES.</i></p> <p><i>Some TF members were allowed to dominate the discussion ad nauseum.</i></p> <p><i>Meeting summaries should have been taken seriously. It was insulting to tell TF members that no one could be bothered to get the notes right. The reviews and edits could have been done outside meetings.</i></p> <p><i>Pace kept people engaged</i></p> <p><i>Why was there no coffee? At 9 am? No wonder people were late and the meetings started late. At several key meetings it was as if there was no agenda, no goal for the meeting. Facilitation was</i></p>

	<i>not as astring as it needed to be. Stand up and take control of the meeting instead of remaining seated among the TF and DOT people.</i>
<i>Comment 3</i>	<i>NOT EVERYONE AGREED INITIALLY OR EVEN AT THE END ON THE GOALS OF THE PROJECT BUT WE HAD ENOUGH CONSENSUS TO MOVE FORWARD. The length and frequency of the meetings gave us a full opportunity to fully hear one another. The tight schedule of the overall program necessitated a relatively quick schedule for the Task Force. Bill and his staff out in some very late nights and turned issues around fast. All parties had "side" conversations. Not necessarily a bad thing. I thought the meetings were too long at first but came to realize that they were necessary.</i>
<i>Comment 4</i>	<i>The ultimate goal of the process was not clearly defined, and the scope of the process was not controlled. Some stakeholders did not approach the process with a willingness to listen to other's views, and the process did little to change this.</i>
<i>Comment 5</i>	<i>At times the in ability to follow the agenda led to meetings going an hour over. I do not think this was ideal, given those with previous commitments had to leave.</i>

When asked what their top suggestion on how this collaborative process could have been improved, the five sponsor responders indicated the following.

#### Chart 24

<i>Comment 1</i>	<i>None</i>
<i>Comment 2</i>	<i>The scope broadened very early in the process, yet the schedule and structure stayed virtually the same. Discussions about connections sometimes dominated meetings, yet the initial charge of the group was to only discuss cross section alternatives. Either the scope should not have been changed, or the meeting/group structure should have modified to reflect the new elements.</i>
<i>Comment 3</i>	<i>MassDOT should not have to do this type of process if it would a) follow its own Guidebook, b) do what it's doing on the other Basin bridges and c) set up Adv Committee to work on high-profile projects. Why wait until you're about to be sued or stalemated?</i>
<i>Comment 4</i>	<i>None.</i>
<i>Comment 5</i>	<i>A process of this type must move proactively forward, by controlling the pace of the discussion and the involvement of all members from encouraging those who are in a minority or are softer spoken to restraining a majority or members who have forcefully taken over a discussion. This was not effectively done during this process.</i>
<i>Comment 6</i>	<i>We were all working under a time crunch. In an ideal world there would have been more planning time between each TF meeting. At times everyone was scrambling to set agenda and that is why I feel the discussions went backwards and TF meetings went over the time limit set. I feel given the size of the group and the time limit set, MODR did a very good job as a neutral facilitator brought on board to find consensus and assist with the project moving forward.</i>

#### *d) Sponsor satisfaction with process outcome*

When asked the question "Overall, what did this collaborative process accomplish?" the seven sponsor responders indicated the following:

1. The conflict did not escalate (7 out of 7 or 100%)
2. Relationships among parties in this process were improved (7 out of 7 or 100%)
3. The process led or will lead to a more informed public action/decision (6 out of 7 or 86%).

4. The process captured opportunities to integrate interests, leverage resources and improve public safety (5 out of 7 or 71%)
5. A critical opportunity was not lost (5 out of 7 or 71%)A potentially costly or divisive dispute was likely avoided (2 out of 7 or 29%)
7. Costly or protracted litigation was avoided (2 out of 7 or 29%)
8. An impasse (stalemate) was broken (1 out of 7 responses or 14%)

The following comments were also made:

#### Chart 25

<i>Comment 1</i>	<i>This TF process got MassDOT out of the pickle of having to answer the phone or meeting privately with interest groups and will lead to more informed decision because it's based on broader info.</i>
<i>Comment 2</i>	<i>Without this process I believe that we would have faced a protracted and costly delay, potentially robbing us of the opportunity to make informed, professional decisions and leaving them up to the political process.</i>
<i>Comment 3</i>	<i>The resolution of dividing the user space over the Longfellow Bridge is a complicated issue. Many of the Task Force members now recognize this fact, although few initial opinions have changed.</i>
<i>Comment 4</i>	<i>A level of trust was developed not only between the agency, consultants and task force members but also between task force members representing opposing advocacy groups</i>

Sponsor responders felt that either progress was made on all key issues (2 responses or 29%) or that progress was made on most key issues (5 responses or 71%). The following are their comments:

#### Chart 26

<i>Comment 1</i>	<i>No particular stakeholder got everything they advocated for, but all got something.</i>
<i>Comment 2</i>	<i>All issues discussed thoroughly. Not all issues resolved, but the desires of the taskforce were adequately reflected in the final report.</i>
<i>comment 3</i>	<i>TF forced MassDOT to broaden scope of project and its approach to formerly un-negotiable things</i>
<i>Comment 4</i>	<i>We did not have 100% agreement on everything but I know we made progress and all sides certainly have greater respect for one another's perspectives.</i>
<i>Comment 5</i>	<i>I believe that all participants exited the process with a modified understanding of the issue. Not all members came away willing to consider that the merits of opposing views are equally valid to theirs.</i>
<i>Comment 6</i>	<i>Not only was there a better understanding of the issues by all participants there was also a breaking down of barriers or listening obstacles</i>

Seven sponsor responders indicated that progress was made in the following areas:

1. Public safety - 100% (7 out of 7 responses)
2. Transportation - 86% (6 out of 7 responses)
3. Recreational uses - 71% (5 out of 7 responses)
4. Natural resources and environmental conditions - 60% (3 r out of 5 responses)
5. Community and social conditions - 60% (3 out of 5 responses)
6. Historic and cultural resources - 40% (2 out of 5 responses)
7. Economic conditions 40% (2 out of 5 responses)

8. Other – 14% (1 out of 7 responses)

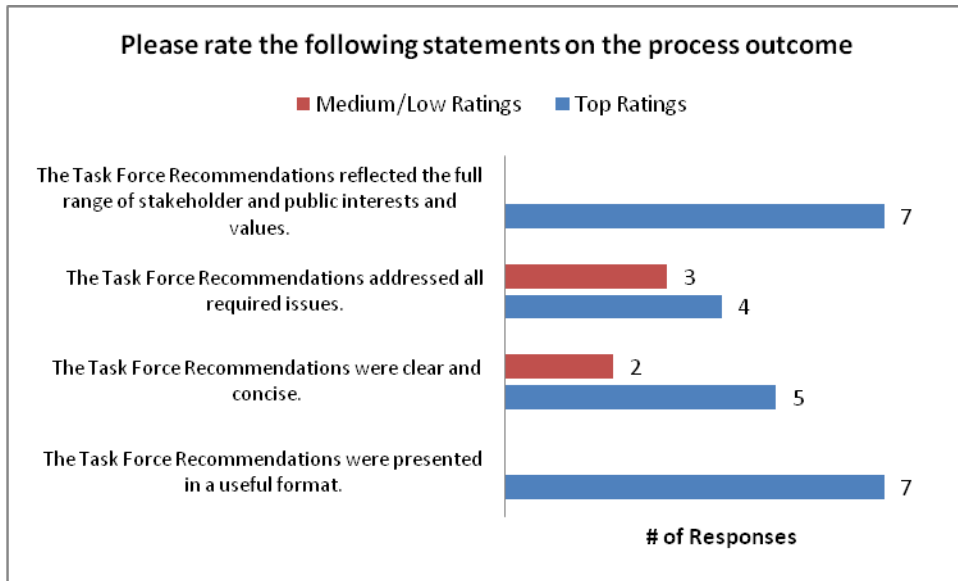
Appearing below are the relevant comments made by seven sponsor responders indicating the areas of progress achieved by the collaborative process.

**Chart 27**

<i>Comment 1</i>	<i>All of the recommendations satisfy public safety and all address, for the most part, the transportation needs for all users.</i>
<i>Comment 2</i>	<i>Because of the efforts of the taskforce, the final project should result in improvements to all of the items identified. It is likely that some of these things would have been neglected if the taskforce was not convened. The taskforce helped to identify non-transportation elements and issues that are integral to the bridge and the surrounding area.</i>
<i>Comment 3</i>	<i>bridge revitalization was aided by carving more space for peds and bikes. Access to the Esplanade will be enhanced with the new bridge and handicapped access to Esplanade ensured.</i>
<i>Comment 4</i>	<i>The greatest progress was in how to help pedestrians and bicyclists travel to and from the Esplanade without creating congestion for drivers.</i>
<i>Comment 5</i>	<i>Many members recognize the historical significance of the bridge, and no matter the outcome, public safety will be improved. Agreement on transportation is still unresolved.</i>
<i>Comment 6</i>	<i>Progress was made on many fronts including enhancement of pedestrian and bicycle access and safety concerns of those groups</i>
<i>Comment 7</i>	<i>The goal of the TF was to have a formal process to discuss the final road cross section with a particular focus on serving transit, roadway, bicycle and pedestrian needs effectively and safely. Safety and recreational uses were common themes during TF meetings.</i>

The below graph reflects seven survey responses to the featured rating question. All seven responders rated the question. Ratings between 10 and 6 were considered high and those between 5 and 1 were considered low.

**Chart 28A**



Sponsor responders were unanimous about the Task Force recommendations reflecting the full range of stakeholder and public interests and values. They were also unanimous about the recommendations being presented in a useful format. There was a difference of opinion as to whether the recommendations addressed all required issues with 57% responding favorably and 43% responding negatively.

**Chart 28B**

Comment 1	<i>Too many options stayed on the table. Should have been an effort to reduce the number. Regarding the issues discussed.</i>
Comment 2	<i>It addressed all issues it set out to but the pinch point issue</i>
Comment 3	<i>Report was very nicely done. Thorough, well written.</i>
Comment 4	<i>Somewhat long winded. Clear – Yes. Concise – No. The recommendations lacked evaluation criteria for how to measure need -vs- want of user group space.</i>

### *e) Sponsor satisfaction with MOPC facilitation services*

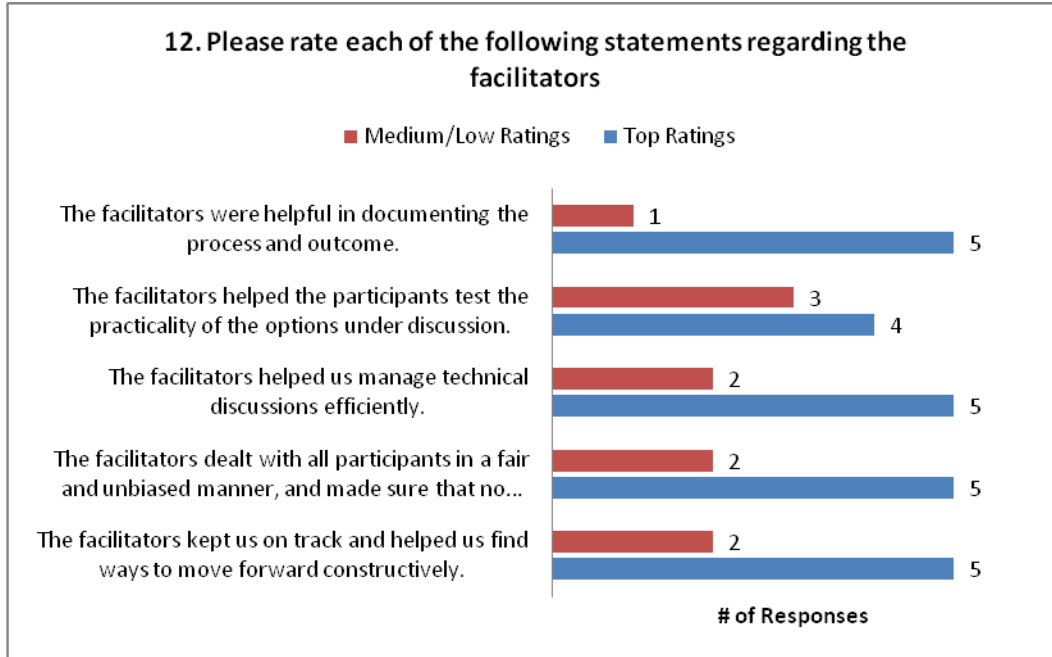
When asked the question “Do you believe that this collaborative process could have achieved a similar or better outcome without neutral facilitation?” all seven sponsor responders said it could not have. Below are the comments two responders made:

**Chart 29**

Comment 1	<i>Too many hard positions</i>
Comment 2	<i>It was essential to have Bill and staff as credible, neutral facilitators because there was a lot of mutual distrust in the beginning.</i>
Comment 3	<i>MassDOT was at a impasse and required a neutral body to facilitate TF. MassDOT could not have ran the TF and achieved the same results without the assistance of a neutral facilitator.</i>

The below graph reflects seven survey responses to the featured rating question. All seven responders rated the question. Ratings between 10 and 6 were considered high and those between 5 and 1 were considered low.

**Chart 30A**



Sponsor ratings for MOPC facilitation services were generally positive. However, the majority of the seven sponsor responders did not rate highly the facilitators for helping the participants to test the practicality of the options under discussion.

**Chart 30B**

Comment 1	<i>Some of the meetings were a bit chaotic.</i>
Comment 2	<i>This was the weakest aspect They seemed not well versed in the workings of MassDOT or transportation</i>
Comment 3	<i>We would still be arguing without the facilitators bringing everything to a mutually acceptable conclusion. This is where MassDOT staff played a useful role. They didn't intrude on the debate but made sure that everyone was heard.</i>
Comment 4	<i>Enforcement of the process rules was not employed. A facilitator should drive the conversation forward like Bill did at the final meeting. Throughout the rest of the process, the facilitation was passive or non-existent, and the lack of progress in the discussions was a result. Enforcement of the process rules was not employed. Several vocal participants were allowed to dominate conversations and group work. The facilitators grasped technical content well, and assisted with summarizing discussion content, however did not control interruptions to the presentations. The facilitators captured a great deal of information through the meeting summaries. These summaries generally contained errors, and a lack of involvement with the Task Force members to provide feedback is a missed opportunity to have a true record of the proceedings.</i>

## f) Other feedback

When asked “What is your top suggestion on how this collaborative process could have been improved?” the seven sponsor responders gave the following feedback:

**Chart 31**

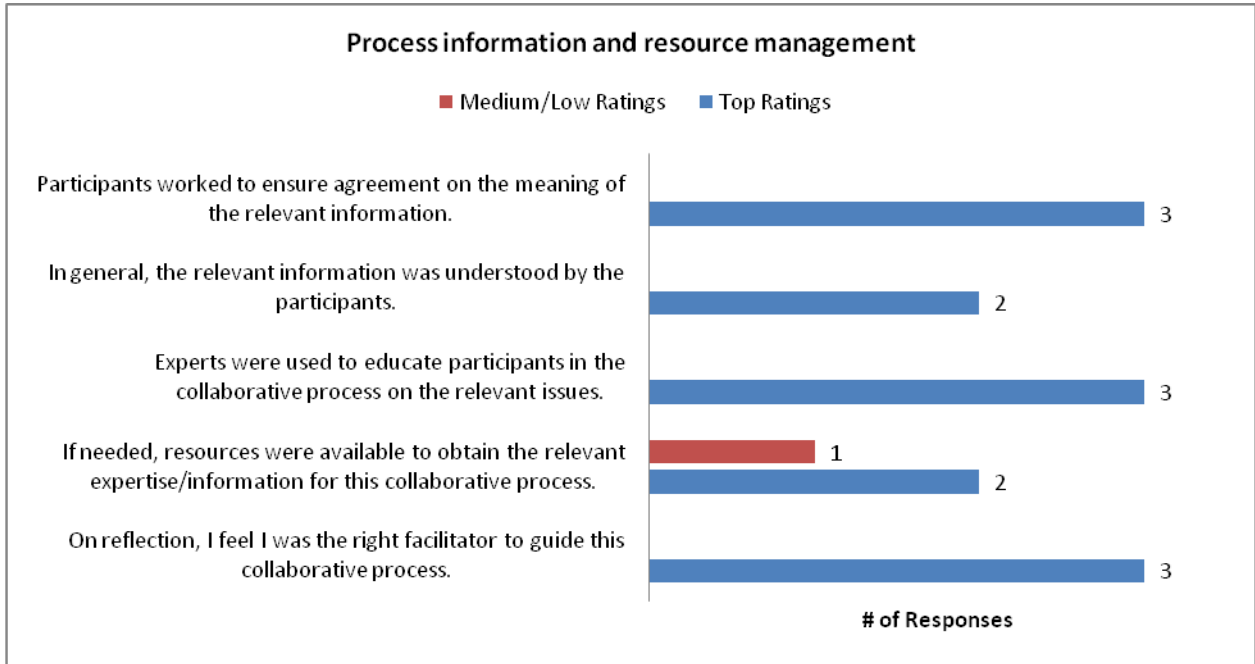
What is your top suggestion on how this collaborative process could have been improved?	
Comment 1	None
Comment 2	<i>The scope broadened very early in the process, yet the schedule and structure stayed virtually the same. Discussions about connections sometimes dominated meetings, yet the initial charge of the group was to only discuss cross section alternatives. Either the scope should not have been changed, or the meeting/group structure should have modified to reflect the new elements.</i>
Comment 3	<i>MassDOT should not have to do this type of process if it would a) follow its own Guidebook, b) do what it's doing on the other Basin bridges and c) set up Adv Committee to work on high-profile projects. Why wait until you're about to be sued or stalemated?</i>
Comment 4	None.
Comment 5	<i>A process of this type must move proactively forward, by controlling the pace of the discussion and the involvement of all members from encouraging those who are in a minority or are softer spoken to restraining a majority or members who have forcefully taken over a discussion. This was not effectively done during this process.</i>
Comment 6	<i>We were all working under a time crunch. In an ideal world there would have been more planning time between each TF meeting. At times everyone was scrambling to set agenda and that is why I feel the discussions went backwards and TF meetings went over the time limit set. I feel given the size of the group and the time limit set, MODR did a very good job as a neutral facilitator brought on board to find consensus and assist with the project moving forward.</i>

### iii. Facilitator Survey Results

The facilitator survey was completed by all three MOPC facilitators.

For the charts below, ratings between 10 and 6 were considered high and those between 5 and 1 were considered low.

**Chart 32A**



**Chart 32B**

<p><i>Comment 1</i></p>	<p><i>MassDOT made all financial decisions related to the expert information and they did meet the stakeholders by supplying information as requested. It would have been easier if DOT had worked with the facilitators and had organized this material at the outset of the process. More time was needed and better understanding of what the facilitation team brought to this process would be needed by MassDOT.</i></p> <p><i>MassDOT was open to sharing expertise with the stakeholders and did respond to all such requests.</i></p> <p><i>There was some discrepancy about what relevant information was and how information was gathered.</i></p> <p><i>Yes, there was some negotiation on what was relevant.</i></p> <p><i>Resources were available but there was not always time to access, organize sometimes from our perspective sometimes from the DOT/consultant workload.</i></p>
<p><i>Comment 2</i></p>	<p><i>Trust, role issues, time made it difficult to coach experts and set it up correctly at the outset. By the end it was an effective working relationship.</i></p> <p><i>Most of the relevant information presented was understood. Additional information was desired some was not available in time and some was probably not divulged. More time to organize and do an assessment at the outset would have made for a better process.</i></p> <p><i>Some traffic data never came forward.</i></p>



Chart 33A

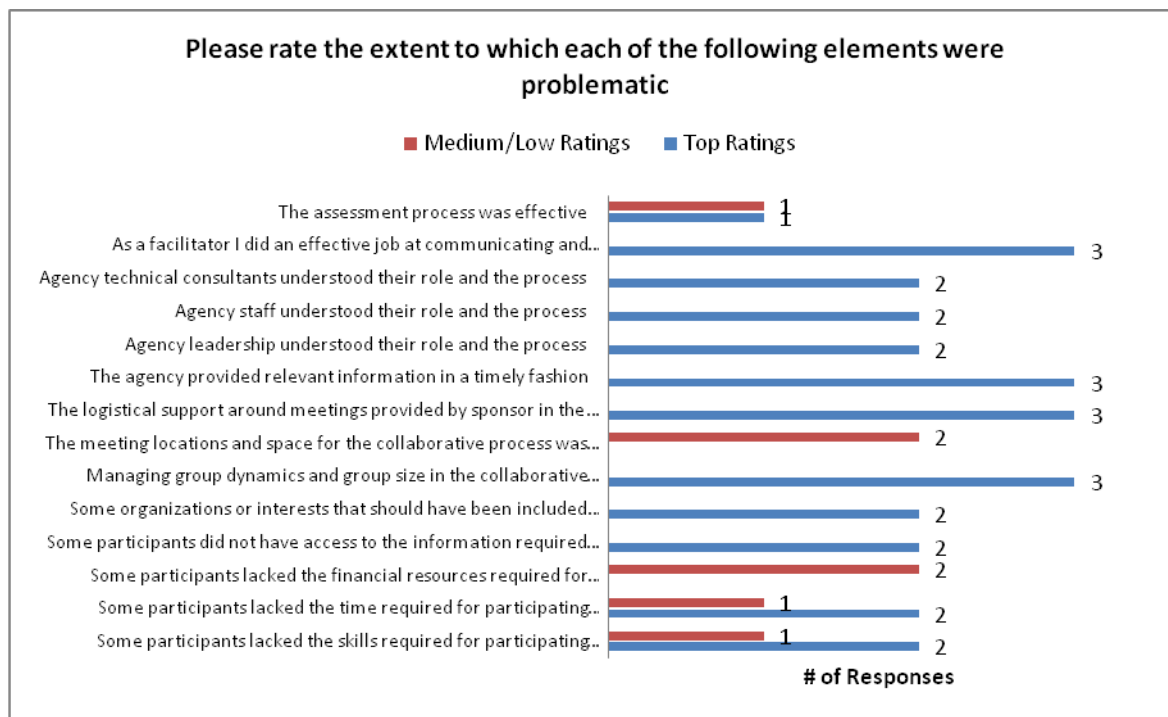
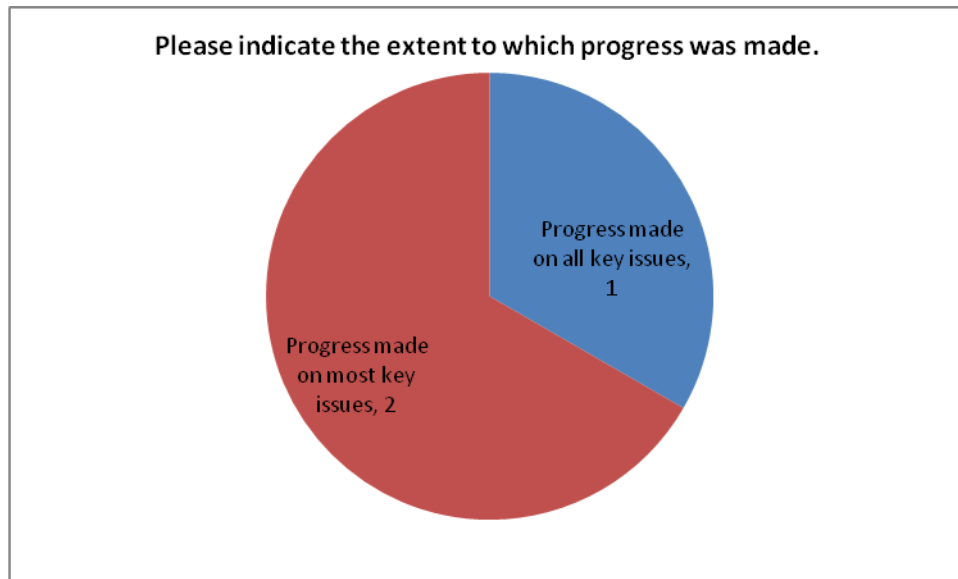


Chart 33B

<p>Comment 1</p>	<p><i>Most stakeholders understood the purpose of the Task Force meetings and were able to communicate and negotiate effectively with MassDOT.</i></p> <p><i>Yes, slowing this process down and having a better commitment from all participants at the outset would have helped the process greatly.</i></p> <p><i>I don't believe financial resources were an issue for most involved.</i></p> <p><i>I believe all appropriate stakeholders were contacted in fact there were too many SHs at the table. The process would have been more effective with about 10-15 fewer participants.</i></p> <p><i>Yes, this related to the size and the fact that MassDOT wanted to control who was involved in the process.</i></p> <p><i>No the space was rarely suitable and took too much time to locate.</i></p> <p><i>With help from the facilitation team they knew their role by the end of the process.</i></p> <p><i>We worked hard at communicating regularly and MassDOT and the technical staff always had limited time. Having a weekly scheduled meeting on everyone's calendar from the outset of the project might have helped here.</i></p> <p><i>The stakeholder selection process was conducted by MassDOT without facilitator involvement.</i></p>
<p>Comment 2</p>	<p><i>Several that should have been at the table chose not to come. For others there were too many stakeholders from similar interest categories.</i></p> <p><i>Size was an issue</i></p> <p><i>MassDOT space was good but noise was an issue. Ashburton was not good. MBTA was fine but a small turnout made that OK. Region 6 was terrible.</i></p> <p><i>Some role issues and defensiveness for first 2/3.</i></p> <p><i>Under trying circumstances they generally got information out very quickly. I think they chose not to share some information that they could/should have.</i></p>

	<p><i>Most did not at the start, most did by the end. Some never did. Not sure how well they will transfer knowledge going forward.</i></p> <p><i>At the start they did not, at the end they did. More time to plan at the outset would have alleviated this.</i></p> <p><i>There was no real assessment.</i></p>
<p><i>Comment 3</i></p>	<p><i>There were definitely some power imbalances between members - having a legislator was challenging</i></p> <p><i>It was very challenging to only be able to meet for 2 hours - needed full day work sessions</i></p> <p><i>Did not have certain stakeholder interests participating in the TF - some were invited and declined - some were never asked</i></p> <p><i>TF size was challenging given the short meetings and short time frame to complete</i></p> <p><i>Lots of issues with identifying appropriate, low/no cost space</i></p> <p><i>This is hard to answer because there were different leaders flexing in and out - some understood their role others did not</i></p>

**Chart 34A**



**Chart 34B**

<p><i>Comment 1</i></p>	<p><i>I believe that many on the TF would have appreciated more time for a deeper discussion and exploration of why DOT was going to undertake this project in the manner that was being represented. Some new trust and better lines of communication were opened. More time and a slower process would have built better long term relations</i></p>
<p><i>Comment 2</i></p>	<p><i>Reached agreement on recommendations for the EA. At the outset I thought these would be prioritized, by the end I believe it best that they are not prioritized because that would create issues for MassDOT.</i></p>

The following are facilitator comments regarding: “Difficulty of developing and implementing an effective collaborative process for this project compared to similar projects with which you are familiar or have been involved.”

**Chart 35**

<i>Comment 1</i>	<i>The public engagement process on future transportation and DOT issues needs to be revisited based on this as a pilot experience. Much was learned.</i>
<i>Comment 2</i>	<i>The lack of assessment and planning was a challenge for the process and caused us some credibility and frustration with the group early on. By then it was on track and implemented fine.</i>
<i>Comment 3</i>	<i>Challenging in that we could not do a proper stakeholder assessment, stakeholder selection process was done according to best practices, TF was too large and we did not have adequate meeting time</i>

The following are facilitator responses to the question: “Reflecting on the project, are there any lessons that should be recorded? Please note any particular events or factors that affected success or failure in this project.”

**Chart 36**

<i>Comment 1</i>	<i>My suggestions for future projects like this: 1) Scheduled weekly meetings/calls of the team to check in and share what's on track and what needs to be done as well as who is handling what. More clarity among the team on our roles. 2) Clarity of responsibilities with the clients and TF at the outset, so they all know who they should go to for specific tasks. 3) De-brief discussions shared with all involved on this project on a routine basis. 4) Public Meeting- coordination has been tough with TF members each wanting some "front &amp; center" time. We might have done a better job at the outset by sharing what we wanted and that the facilitators were making the selections, with no other agenda. This goes back to our not have full control over the process from the convening to this juncture. 5) The agency has learned to work with us and still does not fully understand how a facilitation team can help them with public engagement and Task Force meeting work.</i>
<i>Comment 2</i>	<i>To reach consensus on difficult issues in a tight time frame requires a good assessment and analysis of issues, interests, concerns and existing conflicts. When convening a Task Force there needs to be a balance of stakeholder interests</i>