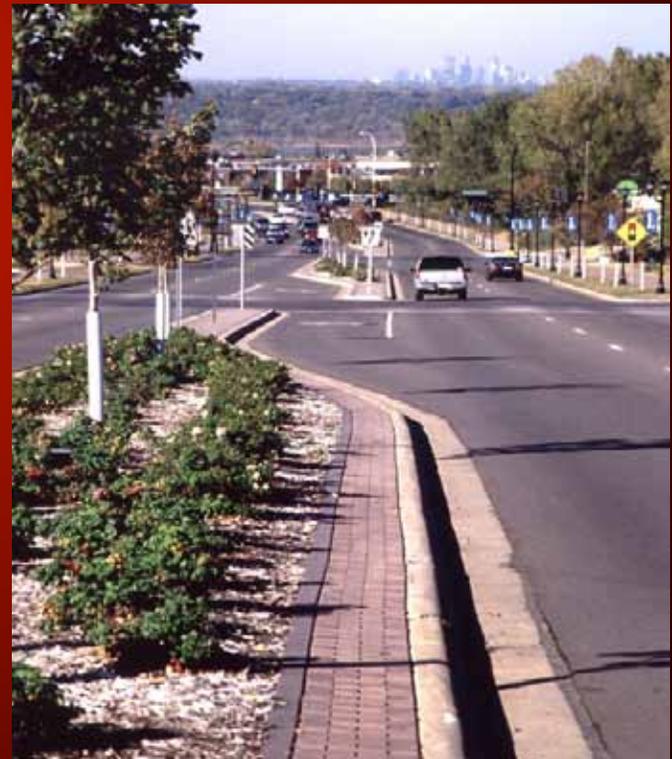


# Context Sensitive Solutions

## The Business Case for CSS

Scott Bradley - Mn/DOT Director of Context Sensitive Solutions  
March 9-10, 2010 - Context Sensitive Solutions Workshop



# What's This Fuss About CSS ?

Why did a 2003 GAO Report to Congress, *Perceptions of Stakeholders on Approaches to Reduce Highway Project Completion Time*, recommend CSS as one of the most promising approaches?

Why does Commissioner Sorel talk about CSS and its importance so often?

Why do FHWA & AASHTO advocate CSS as a business model to be mainstreamed by transportation agencies?



# What is Context ?

- **The interrelated condition in which something exists**  
(everything about the people and place)
- **The weaving of parts into a whole**  
(quality of life concerns)



# Why is Context Important ?

**Public Expectations** = More, Better, Quicker,  
within Budget ... and also with their Approval



**Achieving consensus in response to context is critical for timely delivery of projects and getting them built**

# Why is Context Important?

## Federal authoritative basis for context sensitivity in transportation:

- 1965 Highway Beautification Act
- 1966 Historic Preservation Act
- 1968 Federal-Aid Highway Act [Section 4(f)]
- **1969 National Environmental Policy Act**
- 1991 Intermodal Surface Transportation Efficiency Act
- **1995 National Highway System Designation Act**
- 1999 Transportation Equity Act for the 21st Century
- **2005 SAFETEA-LU Federal Reauthorization Act**
- **2009 HUD, DOT and EPA Partnership: Sustainable Communities**
- **2010 Federal Reauthorization Anticipated**

# Federal Partnership of DOT-EPA-HUD

- Emerging goals will focus on the effect of transportation projects on the livability of communities and the Quality of Life of the citizens of the state.
- Future funding criteria will require projects to be more multi-modal and provide integration with local land use.



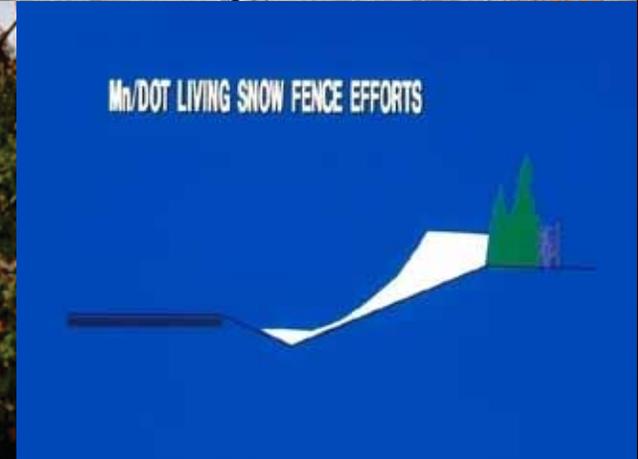
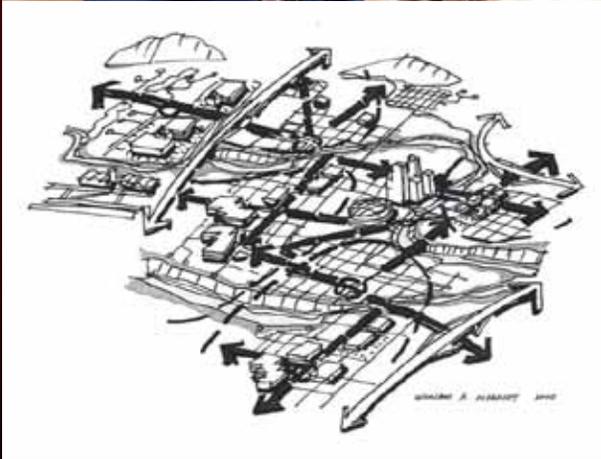
# Context Sensitive Solutions

Whatever you call it (CSD, CSD&S or CSS) - it's about preserving, enhancing and balancing historic, aesthetic, scenic, environmental, and community objectives along with safety and mobility objectives in transportation



# Context Sensitive Solutions

Applies to transportation planning, programs, project development, construction, operations & maintenance



# Public Measures of Success

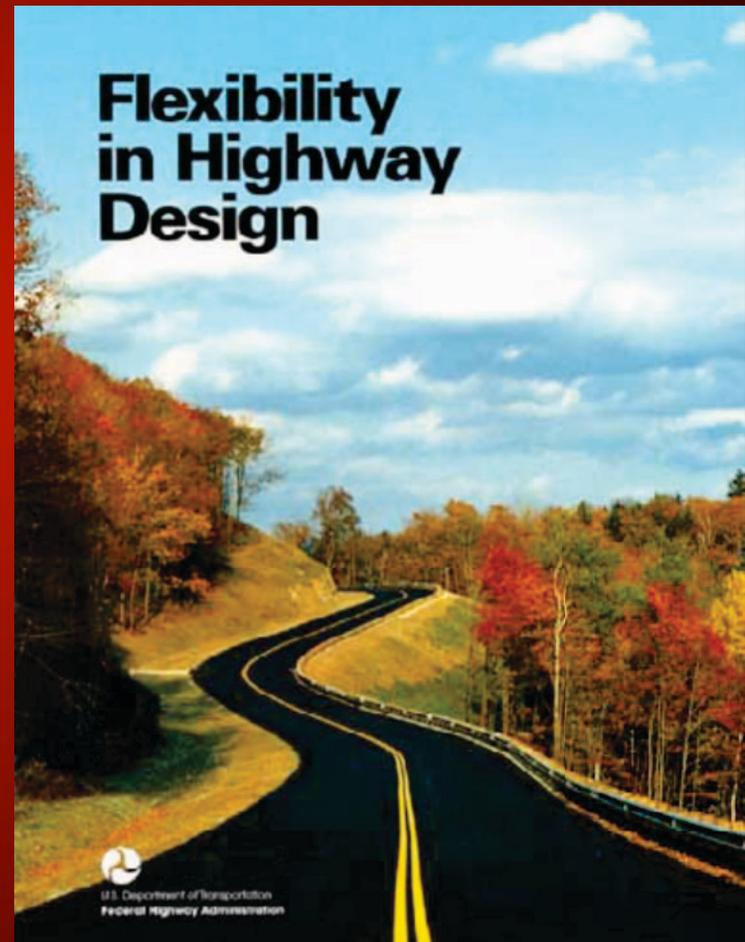
1. Community acceptance
2. Environmental compatibility
3. Financial feasibility & value
4. Timeliness of delivery
5. Performance functions
6. Preservation of investments



# FHWA Focus on Context Sensitivity

## Provocation To Think & Act Differently

Growing out of ISTEA 1991 and NHSDA 1995, this 1997 FHWA Guide explored and illustrated flexibilities and opportunities that already exist to balance community, environmental, safety, and mobility objectives in the development of our projects

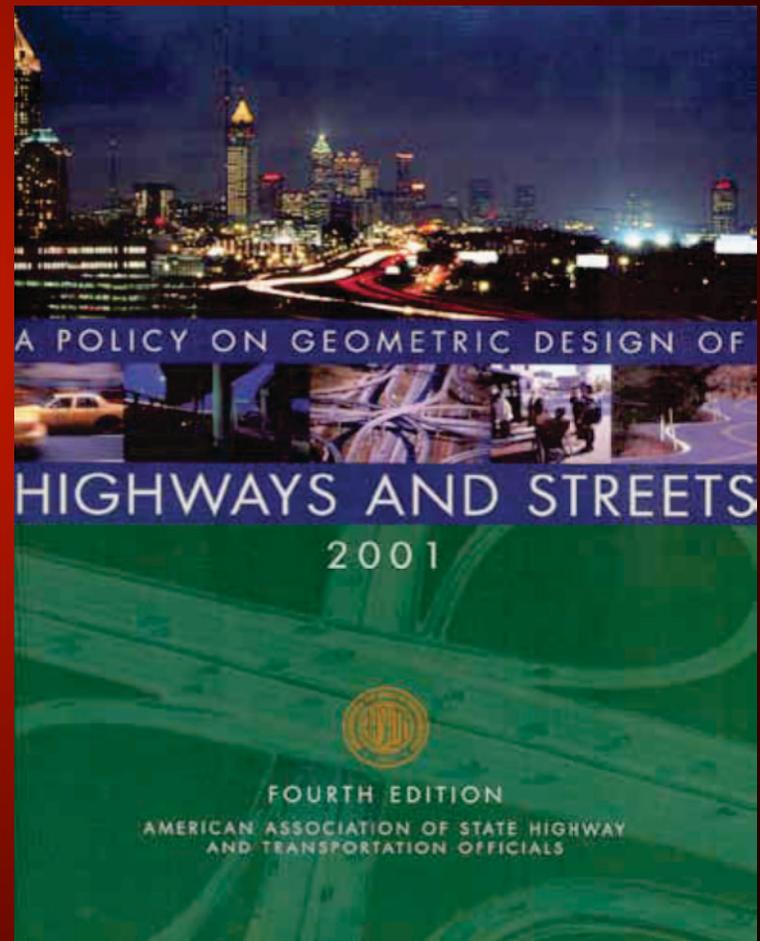


# AASHTO Focus On Context

## Design Flexibility vs. Design Standards

A primary highway design tool ( the AASHTO "Green Book" ) is not intended to be a set of national standards ...

it is intended to be used as guidelines, geometric design concepts, and criteria with flexible ranges of values.



# The CSD "Pilot States"

In 1999, the DOTs of Minnesota, Maryland, Connecticut, Kentucky and Utah were selected as CSD "pilot states" to further implementation and mainstreaming of CSD across the nation

In 2000, MnDOT deploys a pilot CSD training class and articulates CSD Policy (Tech Memo) and 6 Core MnDOT CSD Principles



# CSD&S Research & Guidance

## Geometric Design Practices for European Roads



U.S. Department of Transportation  
Federal Highway Administration

2001

## NCHRP REPORT 480

NATIONAL  
COOPERATIVE  
HIGHWAY  
RESEARCH  
PROGRAM

## A Guide to Practices for Achieving Context Sensitive Solutions

TRANSPORTATION RESEARCH BOARD  
OF THE NATIONAL ACADEMIES

2002



## A Guide for Achieving *Flexibility* in Highway Design

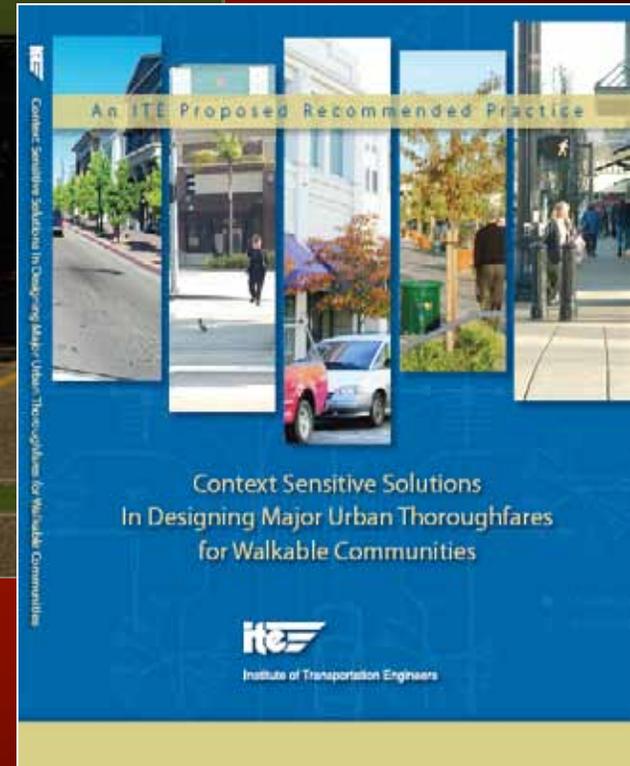
May 2004



American Association of State Highway and Transportation Officials

AASHTO

2004 "Bridging Document"



ITE 2006

# FHWA & AASHTO CSS Emphasis

## [www.ContextSensitiveSolutions.org](http://www.ContextSensitiveSolutions.org)

The screenshot shows a Microsoft Internet Explorer browser window displaying the website <http://www.contextsensitivesolutions.org/>. The browser title is "Welcome to CSS | Context Sensitive Solutions.org - A CSS support center for the transportation". The website features a navigation menu with links for "What is CSS?", "The Context", "The Process", and "CSS & Design". A sidebar on the left contains sections for "CSS in Practice" (with sub-links like "CSS in the News", "Projects & Case Studies", "Flexible Design", "State Profiles", "Images"), "Get Involved" (with sub-links like "Discussion Forum", "CSS Calendar", "The CSS Network", "Contribute Content", "Your Toolbox"), and "Research CSS" (with sub-links like "CSS Topics", "Publications", "Quotes & Statistics", "Advanced Search"). The main content area includes a "Welcome" message, a "Highlights" section with news items (e.g., "04/23/07: First Major CSS Project in Illinois", "04/20/07: WHO Says Cars Biggest Killer of Young", "04/12/07: Miami Wants Skinnier Lanes On Highways", "04/06/07: Successes in Stewardship Newsletter: April 2007"), and a "CSS Calendar" section with events (e.g., "05/17/07: CNU XV", "06/07/07: Transportation and Historic Preservation: The Road to Affordable Context Sensitive Solutions", "07/06/07: Annual Workshop on Transportation Law", "07/06/07: TRB 2007 Summer Conference"). A "What is CSS?" section defines the approach as collaborative and interdisciplinary. A "CSS Newsletter" section offers a bi-monthly newsletter and a subscription form. The Windows taskbar at the bottom shows the Start button, system tray, and open applications including Novell GroupWise and Microsoft PowerPoint.

CSS Online Resource Center Launched in 2004

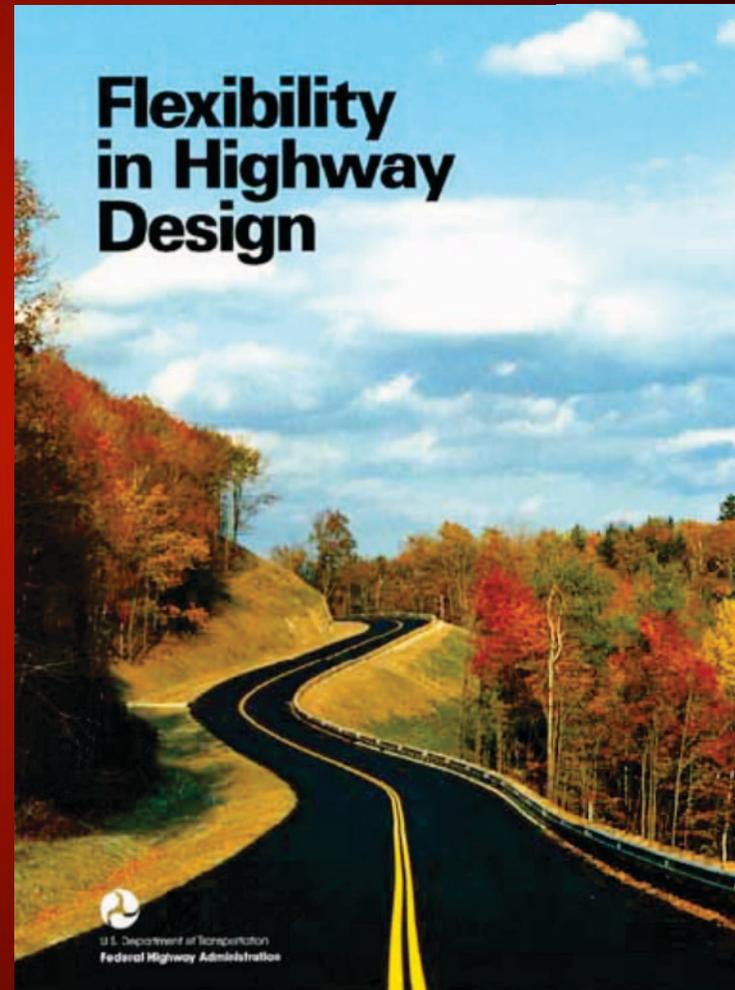
# FHWA & AASHTO CSS Emphasis

SAFETEA-LU referenced into U.S. Code FHWA's 1997 *Flexibility in Highway Design* publication and the original Principles of CSD (15) ...

heightened the requirements for public involvement ... and

directed the US DOT to do a study of the benefits of well designed transportation projects for communities ...

(\$2 million study grant to the AIA and subcontracted to the U of MN Center for Transportation Studies)



So How Was It Going With CSS ?



# FHWA & AASHTO CSS Emphasis

## 2005 AASHTO CSS Survey of DOTs

47 States have done CSS training

45 States encountered barriers to implementing CSS principles

35 States have issued formal CSS policies

34 States indicated a desire to improve CSS implementation

25 States have taken steps to integrate CSS into agency culture

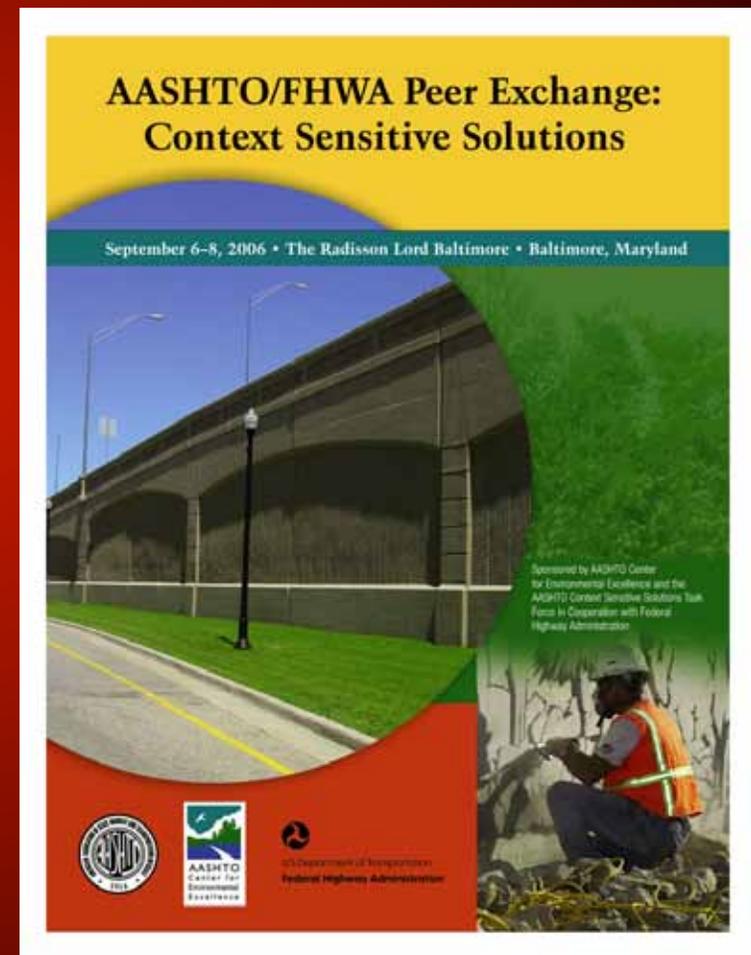
6 States have included CSS in their agency's strategic plans

Topic areas of most interest to the States

- Successful training tools & guides (\*design flexibility/maintenance)
- CSS performance measures (11 states have □ most think important)
- Effective public involvement processes
- How to deal with perceptions of higher costs and liability concerns

# FHWA & AASHTO CSS Emphasis

On September 6 - 8, 2006 in Baltimore, MD, 262 participants from 46 states participated in a National CSS Peer Exchange Conference sponsored jointly by FHWA and AASHTO



# FHWA & AASHTO CSS Emphasis

## 2006 National CSS Peer Exchange

### Top Challenges for Integrating CSS:

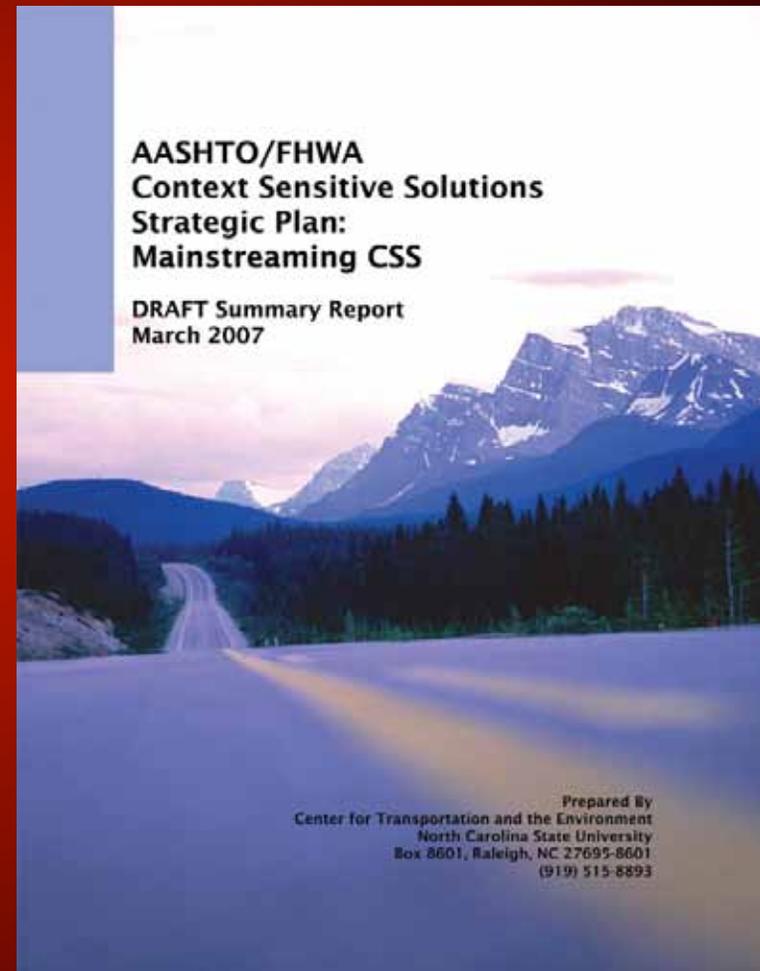
- Perception & reality of barriers (tort liability, design manuals, etc.)
- Perception & reality of "prescriptive" agency policies
- Long term state & DOT "culture" barriers
- Perception of CSS as more about environment than mobility & safety
- Funding processes to support CSS & better pre-planning and scoping
- Missing disciplines to compliment DOT staff with needed skill sets
- Development of new skills for managing collaborative approaches
- DOT fears of losing control in the project development process
- The shortcomings of DOT scoping processes
- CSS integrations from pre-project planning processes through post-project maintenance activities
- Performance measurement
- CSS action planning or updating of action plans by DOTs

# FHWA & AASHTO CSS Emphasis

## National Action Planning

Following the National CSS Peer Exchange ...  
AASHTO and FHWA jointly conducted a National CSS Strategic Action Planning initiative

A draft Summary Report recommended a Vision, Definition, refinement of Principles, and Strategic Goals & Action Plans for Mainstreaming of CSS



# FHWA & AASHTO CSS Emphasis

## National Action Planning

The Summary Report recommended adoption of 4 Core CSS Principles applying to transportation processes, outcomes, and decision-making and tied to key underlying and desired Qualities of Process (12) and Outcomes (5)

1. Strive towards a shared stakeholder vision to provide a basis for decisions.
2. Demonstrate a comprehensive understanding of contexts.
3. Foster continuing communication and collaboration to achieve consensus.
4. Exercise flexibility and creativity to shape effective transportation solutions while preserving and enhancing community and natural environments.

# FHWA & AASHTO CSS Emphasis

## National Action Planning

The draft Summary Report focused on 4 Strategic Goals for Mainstreaming CSS and inclusion of detailed implementation plans to support each Goal:

- 1) Making the Case for CSS
- 2) Building CSS Knowledge & Skills
- 3) Promoting Flexibility in Application of Standards
- 4) Supporting Leadership & Coalition Building

# FHWA & AASHTO CSS Emphasis

## The Business Case

**DRIVING TO SUCCESS WITH CSS**

### CONTEXT SENSITIVE SOLUTIONS

A PROVEN WAY OF DOING BUSINESS THAT HELPS AGENCIES PERFORM BETTER AND MORE EFFICIENTLY

#### PROJECTS GET DONE FASTER

Integrating Context Sensitive Solutions (CSS) into your agency as the way of doing business can help you accomplish your goals by substantially improving the performance of your project delivery process. CSS can create significant cost and time savings in completing projects while improving the credibility of and public trust in your agency.

- CSS can help your agency move away from the DAD (Divide, Announce, and Defend) approach towards the POP approach (Publicly Owned/Optimized Projects) an approach that increases public acceptance and trust. The CSS approach helps build political acceptance and the "will" to leverage added support and resources for funding our programs.
- CSS can help designers "raise" the flexibility in design manuals to create safe facilities that fit into the community and environmental context. CSS can also create more flexibility by fostering careful consideration of appropriate design speeds and levels of service standards and yet preserve roadway safety for transportation agency projects and the communities in which they are proposed.
- CSS can provide a framework for integrating the competing needs of the Transportation, Community, Environmental, Financial and Political Contexts in your agency mission and strategic plan.

"Our highway and bridge and public transit systems are critical to the economy, well-being and success of our business and communities. From DOT is committed to "right timing" projects. These solutions provide a sound transportation system that will not only benefit the economy of the communities, but will also reduce the quality of life for all our residents. That is what CSS is all about."  
—Richard Ople, Administrator, Federal Highway Administration

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CSS can minimize costly process and project delays, and rework cycles. CSS advocates collaboration with a full range of stakeholders, not only in project design, but in the early stages of project planning. This will expedite consensus, thereby saving your agency money and time.

"FHWA is committed to advancing CSS as a way of doing business. It will help us ensure a safe and efficient transportation system while keeping communities and the environment strong. CSS is simply just doing the right thing for the right reasons."  
—Richard Ople, Administrator, Federal Highway Administration

**AASHTO**  
The Voice of Transportation

**AASHTO**  
Center for Sustainable Transportation

**DRIVING TO SUCCESS WITH CSS**

### WHY IMPLEMENT AND INTEGRATE CSS INTO YOUR AGENCY?

- CSS can save your agency time and money by shortening the project delivery process and dealing with community opposition.
- CSS facilitates and streamlines the NEPA process.
- CSS solutions add lasting value to the community, environment and transportation system; CSS solves transportation problems while improving communities and the environment.

#### KEYS TO SUCCESS IN CSS:

- State transportation leaders and CSS practitioners during recent national CSS meetings identified the following principles as key elements of successful CSS projects and integration efforts:
  - Secure a shared stakeholder vision to provide a basis for decisions.
  - Document a comprehensive understanding of context.
  - Foster continuing communication and collaboration to achieve consensus.
  - Exercise flexibility and creativity to shape effective transportation solutions, while preserving and enhancing community and natural environments and highway safety.

"The CSS to be successful, let us DOT's need to develop strong meaningful partnerships with stakeholders and establish clear and frequent communication to ensure coordination and knowledge gaps. Meaningful public involvement doesn't mean that we will always agree, only that we commit to work together to a better solution for everyone's greater public good."  
—Richard Ople, Administrator, Federal Highway Administration

State funds are used to support the development of CSS projects and the associated costs.

Build trust through open and partnering with and between agencies in the development of CSS projects.

At a minimum, a CSS solution must be in the public's best interest and meet the needs of the community.

CSS IS NOT:

- Compromising safety or standards due to community pressure. CSS is a collaborative process amongst stakeholders with the DOT ensuring safety and operational concerns.
- Spending a lot more money. Collaborating with parties involved in the project can also bring other sources of funding to the effort and produce a more comprehensive solution within shorter time frames and

**DRIVING TO SUCCESS WITH CSS**

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# A Business Case For CSS

- CSS can improve an agency's customer & stakeholder relationships (building confidence and trust)
- CSS can reduce an agency's cost of doing business (in delivering services, programs and projects)
- CSS can improve an agency's performance and efficiency (by reducing costly process and project delays and rework cycles)
- CSS can improve an agency's ability to balance competing objectives (while optimizing return on investments)
- CSS can result in more than 20 measurable agency and user benefits (correlated by ongoing research)

# A New MnDOT Strategic Vision

## How Does CSS Relate?

Safety • Mobility • Innovation • Leadership • Transparency

Minnesota Department of Transportation  
**Strategic Vision**

**Minnesota Department of Transportation**

Dear citizens of Minnesota,

When the Governor offered me the Minnesota Department of Transportation Commissioner position, I viewed it as a calling, a calling to serve Minnesota in a different capacity. To have to serve the citizens of Minnesota. I am here to serve you.

There is a vision for transportation. As your commissioner, I have two prime objectives: one, build the trust and confidence in MnDOT and two, regenerate a spirit of innovation and creativity in the department. Minnesota has a long-standing tradition of being innovative and creative in transportation. We have great potential to take MnDOT to a higher level of performance.

This document is MnDOT's strategic vision. It conveys our vision, mission, values and strategic objectives. It defines our framework for success and hope for the future. YOU are a part of that hope. YOU are a part of our success.

Your commissioner,  
**Tom Sorrell**

Your Destination... Our Priority  
12-15-08

### Strategic Directions

**Safety - Preserve and maintain a safe, reliable and modern transportation system**

- Reduce transportation-related fatalities and injuries through the use of new and improved technology and safety measures
- Monitor the condition of existing infrastructure in order to maintain a reliable and efficient transportation system

**Mobility - Improve access and enhance the movement of people and freight**

- Ease congestion, reduce commute times and improve the quality of life and economic well-being of all Minnesotans
- Promote mass transit and use all modes for improving mobility and accessibility in the Metro and in Greater Minnesota
- Maintain operational efficiency of Interregional Corridors

**Innovation - Promote a culture of innovation in the organization**

- Foster innovation and collaborative partnerships within the transportation community in delivering 21st century transportation solutions
- Develop groundbreaking, multi-modal transportation practices that will accommodate the diverse needs of all individuals and communities
- Encourage research and build capacity to develop, implement and sustain solutions that balance generation needs and address congestion issues

**Leadership - Recruit the transportation leader and employer of choice for Minnesota's diverse population**

- Mobilize in-house talent, public input and external partnerships to deliver value to the public
- Value service, excellence and diversity to be an employer of choice
- Provide development and advancement opportunities for all employees
- Empower all employees to be leaders and ambassadors for MnDOT

**Transparency - Build public trust in MnDOT**

- Develop a simple, yet comprehensive tool for measuring performance across functions that is efficient, accurate, cost-effective and will show accountability to the public
- Build relationships with local communities and encourage public involvement in developing transportation solutions
- Effectively tie the strategic vision to MnDOT's long-range transportation plan, strategic plan and investment objectives, serving as an ethical compass for decision-making at all levels

Through ingenuity, integrity, innovation and accountability

**Fiscal responsibility**

- Ensure that future investments are well-planned and transparent to all stakeholders
- Explore innovative financing opportunities
- Uphold a high standard of fiscal accountability and responsibility

### Core Values

- Maintain safety as a priority
- Balance trust with transparency and accountability
- Promote collaboration, research and innovation
- Value diversity and cultural capital through inclusion and opportunity
- Commit to employee well-being, development and success
- Recognize that employees are integral to MnDOT's success

# New Strategic Plan

- 5 Goals
  - Safety, Mobility, Innovation, Leadership and Transparency
- Innovation- Promote a culture of innovation in the organization
  - Integrate CSS within Mn/DOT as a business model
  - Innovative Finance
  - Sustainability Initiative



# Collaborative, Interdisciplinary Approach

- Accountability
- Responsiveness
- Building relationships & trust with stakeholders
- Collaborative alliances
- Partnering with resources and responsibilities
- Accomplishing more with less

# CSS Principles - A House of Cards

Create a lasting value for the community

Use agency resources effectively

Maintain environmental  
harmony

Address community  
and social issues

Address aesthetic  
treatments

Utilize full range of  
Design choices

Document project  
decisions

Track and meet all  
commitments

Use full range of  
communication strategies

Achieve consensus on  
purpose and need

Address alternatives  
and all modes

Achieve a safe facility for  
users and community

**Use interdisciplinary  
teams**

**Involve stakeholders  
and the public**

**Seek to fully understand  
the context**

# CSS Principles Benefits Matrix

## Principles

## Benefits

	1. Use of interdisciplinary teams	2. Involve stakeholders	3. Seek broad-based public involvement	4. Use full range of communication strategies	5. Achieve consensus on purpose and need	6. Address alternatives and all modes	7. Consider a safe facility for users & community	8. Maintain environmental harmony	9. Address community & social issues	10. Address aesthetic treatments & enhancements	11. Use full range of design choices	12. Document project decisions	13. Track and meet all commitments	14. Use agency resources effectively	15. Create a lasting value for the community
1. Improved predictability of project delivery	Secondary	Secondary	Primary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary
2. Improved project scoping and budgeting	Primary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary
3. Improved long term decisions and investments	Secondary	Primary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary
4. Improved environmental stewardship	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary
5. Optimized maintenance and operations	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary
6. Increased risk management and liability protection	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary
7. Improved stakeholder/public feedback	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary
8. Increased stakeholder/public participation, ownership, and trust	Secondary	Fundamental	Secondary	Fundamental	Fundamental	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Fundamental	Fundamental	Secondary	Secondary
9. Decreased costs for overall project delivery	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Primary
10. Decreased time for overall project delivery	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary
11. Increased partnering opportunities	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary
12. Minimized overall impact to human and natural environment	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary
13. Improved mobility for users	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Fundamental	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary
14. Improved walkability and bikeability	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary
15. Improved safety (vehicles, pedestrians, and bikes)	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Fundamental	Secondary	Secondary	Secondary	Secondary	Secondary
16. Improved multi-modal options (including transit)	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary
17. Improved community satisfaction	Secondary	Secondary	Fundamental	Secondary	Secondary	Secondary	Secondary	Fundamental	Fundamental	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary
18. Improved quality of life for community	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary
19. Improved speed management	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary
20. Design features appropriate to context	Fundamental	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Fundamental	Secondary	Secondary	Secondary	Secondary	Secondary
21. Minimized disruption	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary
22. Improved opportunities for economic development	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary	Secondary

-  Fundamental
-  Primary
-  Secondary
-  Tertiary

# CSS Benefits - Agency

1. Improved predictability of project delivery
2. Improved project scoping and budgeting
3. Improved long term decisions and investments
4. Improved environmental stewardship
5. Optimized maintenance and operations
6. Increased risk management and liability protection
7. Improved stakeholder/public feedback
8. Increased stakeholder/public participation, ownership, and trust
9. Decreased costs for overall project delivery
10. Decreased time for overall project delivery
11. Increased partnering opportunities

# CSS Benefits - User

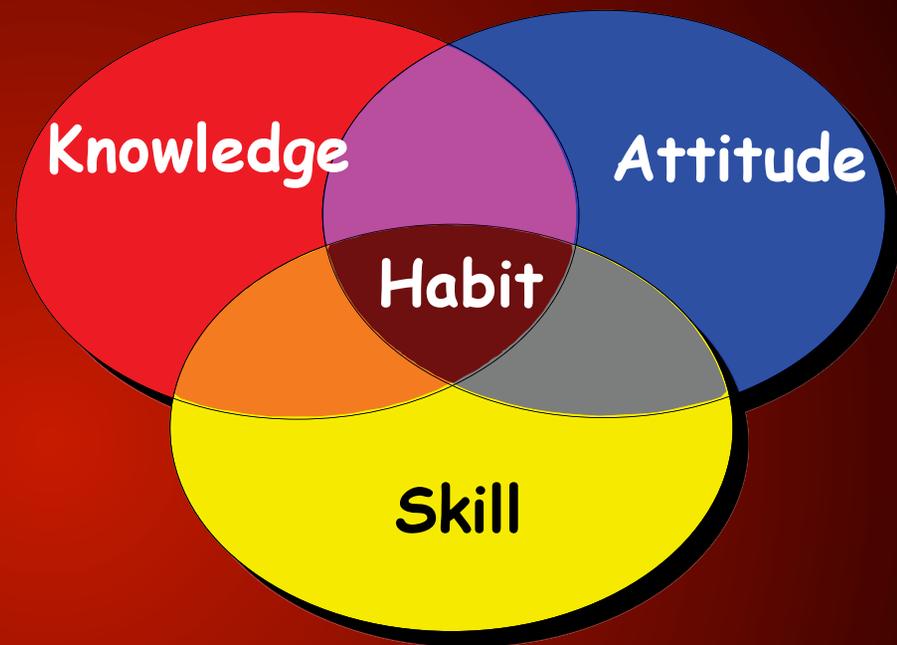
12. Minimized impact to human and natural environment
13. Improved mobility for users
14. Improved walkability and bikeability
15. Improved safety (vehicles, pedestrians, and bikes)
16. Improved multi-modal options (including transit)
17. Improved community satisfaction
18. Improved quality of life for community
19. Improved speed management
20. Design features appropriate to context
21. Minimized construction related disruption
22. Improved opportunities for economic development

# CSS Challenges

CSS is about new Habits ☐

Resistance to Change seems driven by Habits

Today's challenges require new Habits shaped by new skills, new knowledge, and new attitudes

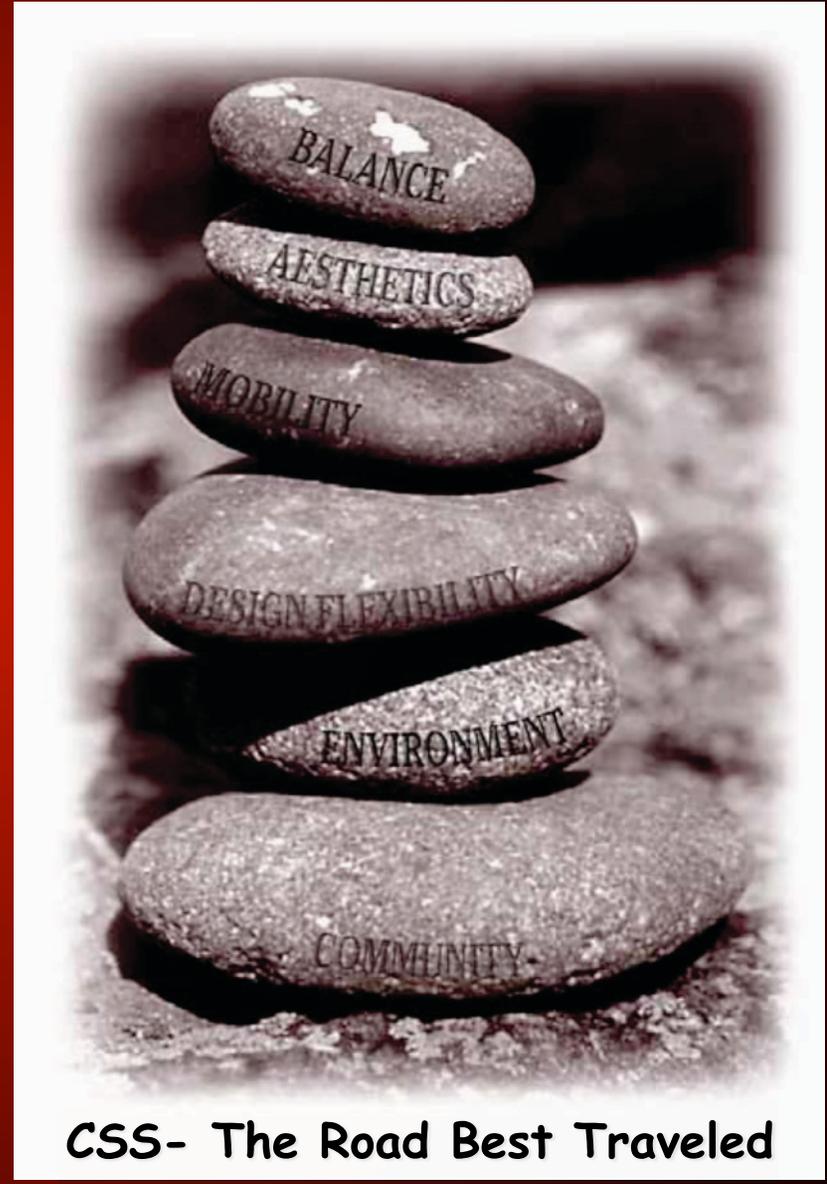


(S. Covey)

☐We are what we repeatedly do ... excellence is not an act but a habit☐

(Aristotle)

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**CSS- The Road Best Traveled**