

**A GUIDE TO EFFECTIVE  
COMMUNICATION PLANNING**

# ESTABLISHING DIALOGUE:

## Planning for Successful Environmental Management

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Identify The Issue

Set Your Goals

Know the Issue, Audience and Constraints

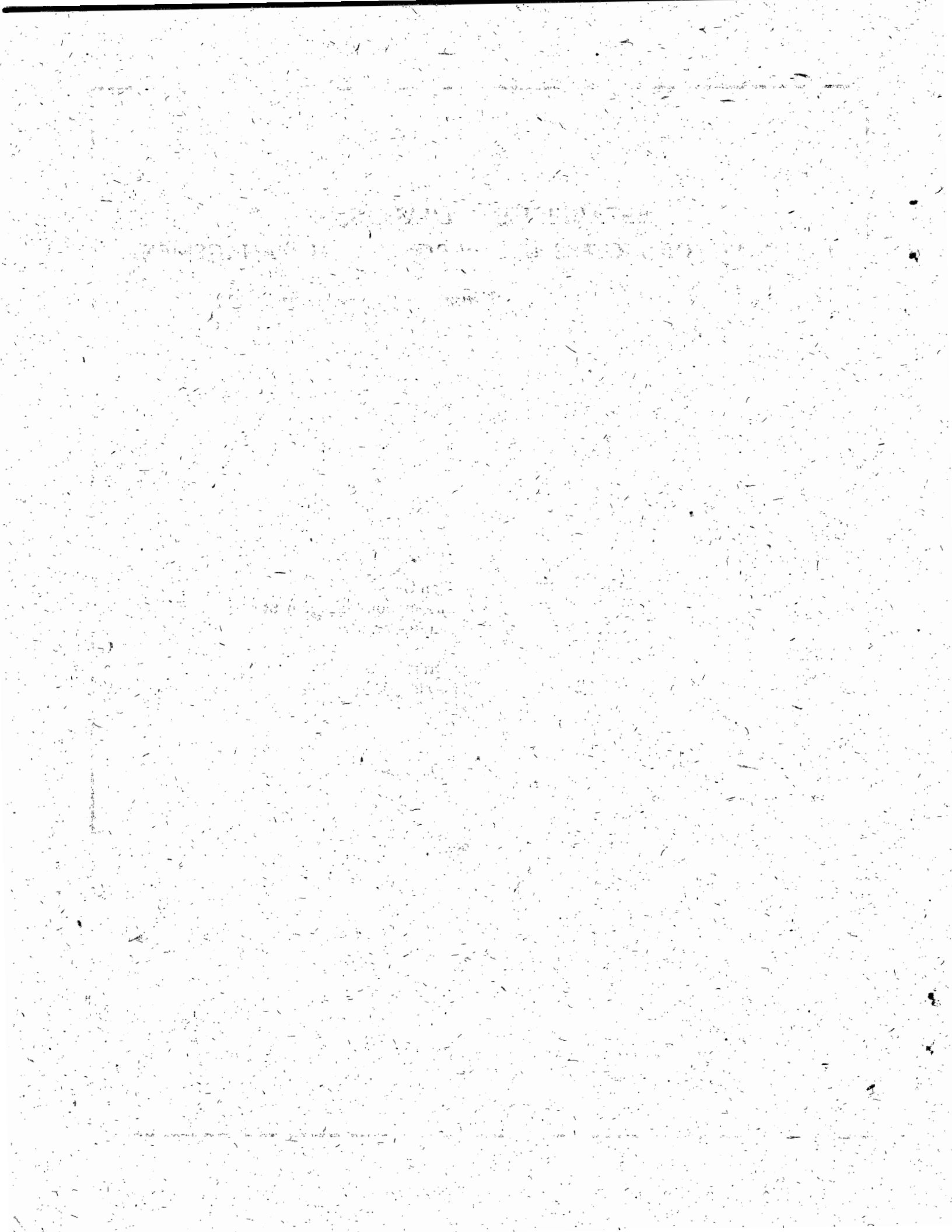
Assess Audiences

Identify Messages and Methods

Implement Strategy

Evaluate, Debrief and Follow-up





**ESTABLISHING DIALOGUE:  
PLANNING FOR SUCCESSFUL ENVIRONMENTAL MANAGEMENT**

*A Guide to Effective Communication Planning*

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May 1994

New Jersey Department of Environmental Protection and Energy

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Christine Todd Whitman  
Governor

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## State of New Jersey

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Dear Reader:

We are seldom conscious of the critical role that effective communication plays in successful project management. This workbook, Establishing Dialogue: Planning for Successful Environmental Management, outlines a strategy for managers and staff to integrate communication into overall environmental management efforts. The step by step process offers managers and staff a means to coordinate public outreach efforts by planning communication strategies in conjunction with sound scientific and technical decision-making. As a tool, this workbook can be used to establish dialogues with citizens upfront and integrate citizen and agency concerns into the decision-making process.

The communication planning process discussed in this workbook was developed by the Risk Communication Unit of the Division of Science and Research and field tested in virtually every division of the department. Thanks are due to Caron Chess, Billie Jo Hance and Peter Sandman of the Environmental Communication Research Program who contributed background information for this workbook through a research contract with the Division of Science and Research.

I am pleased to present you with this workbook and I hope it will be helpful in your efforts to establish and maintain dialogues with citizens as you work to ensure a safe and clean environment for New Jersey.

Sincerely yours,

A handwritten signature in black ink that reads "Robert K. Tucker".

Robert K. Tucker, Ph.D.  
Director



## **IMPORTANCE OF COMMUNICATION PLANNING IN PROJECT MANAGEMENT**

Successful implementation of public policy depends on agency credibility with citizens. Research shows that this credibility is built on three factors:

- \* Early two-way dialogue with citizens
- \* Information that is understandable and responsive to local needs
- \* Some form of citizen involvement in the overall management process

Planning for communication in conjunction with overall project management planning can assure that these factors are integrated at the onset of an effort and are maintained through to its resolution.

Early two-way dialogues establishes trust and builds a shared vision for the plan to address the problem. It is also here that agency staff learn what information is needed by citizens and how best to present that information to make it useful. Negative public perception can be avoided when citizens affected by agency policies see that their concerns and questions are being addressed and when the scientific and technical information they need is easily and readily available. When projects are implemented effectively, it is usually because two things happen: the public understands the issue, and internal resources are coordinated and directed to find ways to meet agency goals while addressing the concerns of external audiences.

The Communication Planning Process outlined in this workbook will help project managers with both internal coordination and external outreach and dialogue. Field tested in virtually all divisions of the department, this approach offers a step by step process to make project management more effective.

### **What Is Communication Planning?**

Communication planning provides a mechanism to carry out four basic tenets of risk communication:

1. Establish dialogues between the agency and the affected publics early, and continue them through to resolution.
2. Include citizens in the decision making process.
3. Present information clearly and make it accessible to citizens.
4. Develop a context for the risk that will help audiences evaluate how to respond to the risk.

Adopting a process of planned communication predicated on sound scientific and technical information enables managers to meet problems and constraints of project management in a timely fashion and with a greater chance of success.

## Organize a Planning Meeting

Once a work group has been assembled call a meeting to discuss the issue. The first work group meeting establishes a framework for the communication strategy. It is important to go through each step of the planning process during the first meeting even if information is incomplete for carrying out the task. Doing this ensures that the strategy develops in a consistent manner and that the success of the communication effort at reaching its goal can be measured at its conclusion. As the agenda in Table 2 illustrates, the work group must first review the issue and agree on a problem definition. The way the problem is defined drives the communication plan, so it is very important that the group agree on this point. An issue can be defined as a program change, the discovery of contamination, siting of a waste facility, health effects from exposure to chemicals, a permit application, setting new standards, an open space/land use conflict, or a proposed agency rule.

The person who called the meeting shares information about the problem, then asks group members to contribute additional information. This **overview of the issue** often reveals the nature of the problem, the affected audiences and their history with the department, related technical or scientific data, what has happened to date, and how dialogues can be established with those affected. This information assists in developing goals and planning the initial communication strategy.

### AGENDA FOR THE PLANNING MEETING

1. Present and clearly identify the issue
2. Have group members share their knowledge of the issue
3. Decide if others should be part of the work group
4. Identify communication goals
5. Acknowledge program mandates and policies, establish an issue profile and identify constraints
6. Try to identify the audiences and assess their concerns
7. Discuss the messages you want to send to audiences
8. Discuss the best methods to send these messages
9. Decide who will coordinate communications
10. Assign whatever tasks you feel are needed at this time, with deadlines for doing them
11. Plan how you will evaluate whether the strategy achieved the goal

Table 2. Agenda for the Planning Meeting

Issues of policy may arise and should be thoroughly discussed by the group to assure continuity of the communication plan and to avoid problems in implementation. These issues may include:

- \* What is the program's obligation to citizens to provide all available information on a subject, and how can this obligation be honored?
- \* Will the public be allowed to recommend technologies or policies that address their needs and concerns, and will the agency seriously consider them?

- \* What should audiences know about program decision-making?
- \* What conflicts may arise with other programs and agencies, and how will they be resolved before communicating with the public?

If the case is simple, the planning process can be completed at the first meeting. If the case is controversial or complex, or if issues raised by the public affect program policies, the group may need to meet again. In most cases, this initial meeting sets the direction of the communication effort and later tasks are conducted by the communication coordinator through contacts with individual group members. A summary of the first meeting's discussion and group decisions should be prepared by the communication coordinator. If managers or other decision-makers are not present at this initial meeting, they should be told what happened.

Following the first meeting, the coordinator should participate in all future activities and discussions related to the case to assure consistency and dialogue, both internally and with the public. The coordinator should consult with group members frequently to get their comments on new information. Suggestions should be sought of other people in the agency who may need to be consulted on the issue. It is critical for the coordinator to cooperate closely with the technical staff to assure that the developing strategy addresses both the technical and social aspects of the case especially as citizen concerns are brought input into the planning process.

## **STEP TWO: SET GOALS**

There are several **standard communication goals** that never vary from plan to plan and guide development of more specific goals. These standard communication goals fall into the universal, process, information, and legal categories outlined in Table 3. As you develop the strategy, refer to these goals frequently to assure that the plan is on track in maintaining a dialogue with citizens, explaining the scientific/technical basis for decision-making, and taking into account citizens' needs and concerns.

There are also **case-specific communication goals**. These are to inform or alert people, mediate or negotiate a resolution to a problem, or solicit public comment. A clear case-specific communication goal helps you adapt the plan to the particulars of the case, so you can evaluate whether the plan succeeded. One technique for identifying the case-specific goal is to have each member of the work group list possible goals and narrow the combined list to the most important ones. Keep the other goals in mind during planning, in case opportunities arise to achieve them too.

As you learn more about the issue, the case-specific goal may need to be modified. For example, initially the goal may be to inform citizens about the technical solution to a problem. If, through dialogue, you discover citizens already understand this, but want more information on the health impacts of the problem, the goal should change. Remember, that the goal should fulfill both agency and citizen needs. Refer to the case-specific goal frequently to assure that the communication plan is on target. It is also critical to confirm the case-specific goal periodically with the work group and with affected audiences.

<p style="text-align: center;"><u>Universal Goals</u></p> <ul style="list-style-type: none"> <li>* establish and maintain dialogue with affected audiences</li> <li>* build and maintain agency credibility with affected audiences</li> <li>* coordinate actions within and between agencies so that governmental response is consistent and effective</li> <li>* avoid unnecessary conflicts with the public</li> </ul> <p style="text-align: center;"><u>Process Goals</u></p> <ul style="list-style-type: none"> <li>* involve affected parties as early as possible</li> <li>* provide opportunities for public input, and involvement in the decision-making process where appropriate</li> <li>* keep people informed throughout the process</li> </ul>	<ul style="list-style-type: none"> <li>* make promises that can be kept</li> <li>* build personal relationships as well as bureaucratic ones with citizens</li> </ul> <p style="text-align: center;"><u>Information Goals</u></p> <ul style="list-style-type: none"> <li>* give citizens the data they need to understand the issue</li> <li>* say what the agency has done, is doing, and plans to do about the problem, and what it cannot do, and why</li> <li>* answer audience questions and concerns</li> </ul> <p style="text-align: center;"><u>Legally Mandated Goals</u></p> <ul style="list-style-type: none"> <li>* provide appropriate advance notice and explain the process for public input and agency response</li> </ul>
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Table 3. Standard Communication Goals (Adapted from Chess, Hance and Sandman)<sup>1</sup>

**REVIEW:  
HOW WILL YOU EVALUATE WHETHER THE  
GOAL MET AGENCY AND CITIZEN NEEDS?**

Once the goal has been identified, it is important to think about how you will evaluate whether the communication strategy achieved the goal. Therefore, in addition to identifying what you want to accomplish, identify how you will measure the success of the strategy in attaining the goal. Evaluation of the strategy selected to achieve the goal occurs throughout the planning process.

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<sup>1</sup> Contributions to this table (and others noted throughout the guide) were derived from "Planning Dialogue with Communities: A Risk Communication Workbook" by Caron Chess, Billie Jo Hance, and Peter Sandman, Environmental Communication Research Program, Cook College, Rutgers University, New Brunswick, NJ 08903.

## STEP THREE: PROFILE ISSUE, AUDIENCE AND CONSTRAINTS

### Profile Issue

The more familiar you are with the context of an issue, the more effectively you will be able to communicate. This context is provided by an issue profile, which establishes a case record, and identifies key audiences and constraints you may face in communicating effectively. It is important to recognize that the way the agency and citizens perceive a problem and its resolution may be different. All perspectives on the problem should be reflected in the profile.

COMMUNITY PROFILE QUESTIONS
* How big is the community?
* What is its economic base?
* What are its social networks?
* What is its political structure?
* What is its ethnic composition?
* Who are its key leaders?
* Who are the affected audiences?
* What are the priorities of key leaders?
* What are the concerns of residents?
* What groups or individuals are already involved?
* Who are their leaders?
* What other projects is DEPE working on in the area?
* What environmental problems exist or occurred previously?
* How did the agency respond to these other problems?
* What was audience perception of how the agency responded?

Table 4. Profile Questions.

A profile includes:

- \* what has happened so far, including both agency and others' actions;
- \* all technical and scientific information the NJDEPE has available on the issue;
- \* what the department needs to find out;
- \* what is unknown/uncertain about the issue that will affect communications,
- \* how to obtain further information;
- \* what information needs to be communicated;
- \* what input from audiences is needed to achieve goals;
- \* what scientific and health data will audiences need to properly respond to the situation;
- \* what audience response is likely to be;
- \* what audience concerns are known at the time of the first meeting and amend if necessary later when an audience assessment is conducted;
- \* what is the proximity of audiences to the problem location; and
- \* what is known about the community, if the communication is limited to one area. (Table 4 suggests the types of questions to consider in developing a community profile.)

The profile is critical to assuring the case-specific goal is appropriate. Each time new information is learned, return to the case-specific goal to see if it or the plan needs to be modified.

Profile information at the first meeting may be limited to what is known by the person who called the meeting. If there is time prior to the meeting, enhance the discussion by gathering initial information about the problem, the area, and the people with whom you will be communicating. The sources listed in Table 5 illustrate a variety of avenues to pursue when developing profile information.

SOURCES FOR COMMUNITY INFORMATION	
<u>Internal</u>	
* the work group	
* NJDEPE Press Office, news clippings and speech bank, 292-2994	
* Division of Personnel to locate NJDEPE staff who live in the area, 292-1898	
* <u>Easy Access</u> for Regional Offices to locate field representatives in the area	
* project case managers	
* NJDEPE Library, Information Resource Center, 428 East State St., 984-2249	
* Bureau of Community Relations, superfund site information, 984-3081	
* Office of Public Participation, information on state and local environmental groups, 292-9197	
* Office of Legislation and Intergovernmental Affairs, liaison to local governments, 292-1396	
* Office of Services Monitoring and Coordination, permit monitoring and inquiries, 292-7530	
* Office of Environmental Services, liaison to municipal and environmental commissions, 984-0828	
* Office of Program Coordination, integrates and coordinates department planning activities, 292-2662	
* Bureau of Geographic Information System, map production and data base, 633-0783	
* Office of Local Environmental Management, information on local health offices, 292-6028	
<u>External</u>	
* phone calls to local health officers, town clerks, citizen groups, and librarians	
* Department of Community Affairs, Division of Local Government Services, demographic data, 984-6626	

Table 5. Sources for Profile Information

**Identify Audiences**

Key audiences are those people with whom you need to establish a dialogue and those who wish to talk with the department. They include those who are or must be made aware of the issue, those affected by the problem, those affected by the solution, and the media.

Communication efforts are often directed to the "general public," but it is usually best to separate the public into audiences with discrete interests. This approach ensures

## QUESTIONS TO IDENTIFY AUDIENCES

- \* Who is likely to be affected directly by agency action?
- \* Who was previously involved in this issue?
- \* Who might have important ideas, information, or opinions?
- \* Has the agency heard the full range of opinions on the issue?
- \* Who wants to know what the agency is doing without commenting on agency proposals or actions?
- \* Who are important community leaders?
- \* Who is likely to be angry if not consulted or alerted to the issue?

Table 6. Identify Audiences (Adapted from Chess, Hance, and Sandman.)

group identify constraints and discuss possible solutions that still achieve the communication goal. Constraints can be internal or external. Internal constraints may include lack of internal consensus, legal mandates, limited time money, or staff, or a lack of data or solid conclusions to share with the public. External constraints include lack of knowledge of the issue by citizens, language barriers, education level, or limits on how receptive audiences will or can be to your messages. Each of these can and should be addressed as you plan your strategy.

The person usually responsible for identifying constraints and proposing solutions is the communication coordinator. The main objective of raising constraints and proposing solutions upfront is to gain the support of management for the communication plan. Stress that constraints can be changed, avoided or reduced. Don't let constraints control your strategy. It is critical to explain:

- \* how the communication strategy reflects program goals;
- \* why delays in plan approval may hinder communications and issue resolution;
- \* why the agency should build dialogues with audiences;
- \* why it is important that statements and actions are consistent with the plan;
- \* why resources are needed to carry out the plan, and
- \* why communication is vital to management and program responsibilities.

that no affected audience is missed and that each receives the appropriate message. For example, communication about a fish advisory would target consumers, commercial and recreational fishermen, the media, health officers, and the general public. Identifying separate audiences also helps improve the validity of an evaluation of the communication's success. Table 6 suggests ways to determine audiences. Table 7 illustrates the broad range of potential audiences that you may want to assess in developing your strategy.

### Identify Constraints

Constraints are not reasons to abandon communication plan. They are opportunities to develop a strategy addressing agency and citizen needs within the limits of the constraints that can't be eliminated. The profile step helps the work

## AUDIENCE TYPES

### GOVERNMENT

- \* Your division
- \* Other divisions of your agency
- \* Other federal or state agencies
- \* County agencies
- \* Municipal agencies
- \* Federal, state, or local elected officials
- \* Sewerage authorities
- \* Regional planning commissions
- \* Emergency responders
- \* NJDEP advisory committees

### ENVIRONMENTALISTS

- \* National groups
- \* State-wide groups
- \* County groups
- \* Municipal groups
- \* Groups for specific issues (e.g., Superfund, siting, hiking, fishing, watersheds, natural resources)
- \* Groups with specific functions (e.g., legal, research, lobbying, organizing)

### EDUCATION

- \* Colleges
- \* Agricultural extension
- \* Public and private schools

### GEOGRAPHICAL NEIGHBORS

- \* Local residents
- \* Local businesses
- \* Neighboring townships

### CIVIC

- \* League of Women Voters
- \* Associations and clubs (e.g., Kiwanis, Elks)
- \* Environmental commissions
- \* Senior citizen groups
- \* Ethnic groups

### PROFESSIONAL AND TRADE

- \* Health  
Health officers  
Doctors  
Nurses
- \* Technical  
Laboratories  
Sanitarians  
Engineers  
Biologists  
Chemists
- \* Business  
Realtors  
Planners  
Water purveyors  
Chamber of Commerce  
Industry and small business
- \* Agriculture

### RELIGIOUS

### MEDIA

- \* Press
- \* Radio
- \* TV
- \* Cable

Table 7. Audience Types (Adapted from Chess, Hance, and Sandman.)

**REVIEW:  
IS THE PROFILE COMPLETE?**

Each time the communication strategy is discussed with the work group, or new scientific or technical data are collected, communication goals should be reviewed to determine if the strategy should be modified. This review step assures that the goal and the developing strategy address both citizen and agency needs identified in the profile. Questions that should be asked at this stage are:

1. Is the goal still appropriate for this case?
2. Is there consensus from the group that this goal meets agency needs?
3. Has the group identified everyone in the agency who should be involved in the case?
4. Has all available and pertinent scientific and demographic information been compiled?
5. Are there other audiences who need to be identified and contacted for this case?
6. Are we considering the standard communication goals (see Table 3) as we develop the strategy?

If the communication coordinator believes there is no consensus on the goal, the group must review the issue and agree on a goal. If profile information indicates the goal should be modified so that the communication strategy responds to citizen and agency concerns, the group should review the issue and modify the goal. The group should take into account how the strategy will be evaluated to determine if the goal is met.

**STEP FOUR:  
ASSESS AUDIENCES**

Audience assessments determine how citizens perceive an issue, what information they want, what information the agency needs to provide, and what local communication systems can be used for a continuing dialogue.

Audience assessment usually occurs as soon after the first meeting, unless an initial assessment can be done beforehand. Either way, the communication coordinator should continue contacting audiences as the communication strategy is planned. Audience assessment is important to help the department integrate audience concerns into the planning process. Table 8 shows several standard means to identify public perceptions.

The complexity of an audience assessment is determined by the nature of the case. At minimum, call five key audience members who represent different perspectives to get a cross-section of opinion and information about the issue. For all communication cases in a community, calls should include the mayor and/or the town administrator, and the local health officer. Other calls might include a local environmental group, a local business organization, or a local minister or school principal. If a more extensive audience assessment is called for, hold informal meetings with citizen groups or public information sessions. Direct contacts are usually more effective in helping you learn about the people in your audiences, how they perceive the issue, how much information they have about it,

how they feel about the department, and how they would like to be involved in resolving the problem. Citizens may also provide site-specific information (e.g. on chronically flooded areas or children's play locations, activities, or behavior) that will improve design of technical solutions, risk assessments and environmental management decisions.

To assist your efforts in gathering information from audiences, prepare questions in advance. Table 9 suggests questions that are helpful in audience assessment. Some of these can be developed at the first work group meeting; others may occur to the communication coordinator, group members and managers as their understanding of the issue increases. Contact may need to occur more than once to adequately reflect audience concerns in the plan. It is also important to give your name, telephone number and address to contacts, so they can reach you with questions or further comments.

## WAYS TO IDENTIFY AUDIENCE CONCERNS

### Do Always

- \* Review newspaper clippings.
- \* Discuss expected audience concerns (which may not be actual concerns) with management team.
- \* Make a few targeted or random phone calls.

### Do At Least One

- \* Meet informally with affected citizens and citizen groups.
- \* Survey citizens for their questions and concerns.
- \* At meetings, ask citizens to write questions on index cards you distribute.

Table 8. Ways to Identify Concerns (Adapted from Chess, Hance, and Sandman.)

## QUESTIONS TO ASK AUDIENCES

- \* What type of interaction would you like with the agency?
- \* How do you feel about interactions so far?
- \* What answers do you want?
- \* What technical information do you need?
- \* Do you have comments for the record?
- \* How can the agency respond better to your concerns?
- \* How do you get your information?
- \* What kind of risks do you think you are exposed to?
- \* What health and lifestyle concerns do you have?
- \* What questions about the data do you have?
- \* What information on agency procedures do you need?
- \* What information about risk management do you need?

Table 9. Questions to Ask Audiences (Adapted from Chess, Hance, and Sandman.)

Once audiences start answering your questions, they may have a few of their own, as shown in Table 10. However, for various reasons they may be shy about asking them, so you may want to raise these questions to ensure a complete issue profile.

QUESTIONS AUDIENCES MAY ASK YOU	
<p><u>Health And Lifestyle Concerns</u></p> <ul style="list-style-type: none"> <li>* What is the danger to my health and that of my family?</li> <li>* Can I drink my water, eat vegetables from my garden, etc.?</li> <li>* What can I do to find out if my health has been affected?</li> <li>* What can I do to reduce the impact of past exposure?</li> <li>* What can I do to prevent further exposure?</li> <li>* What effects could there be on my children?</li> <li>* We are already at risk because of X. Will Y increase our risk?</li> <li>* How will we be protected in an accident?</li> <li>* How will this affect our quality of life, property values, etc.?</li> <li>* How will we be compensated for the loss of value of our homes?</li> </ul> <p><u>Data Concerns</u></p> <ul style="list-style-type: none"> <li>* How sure are you of the risk?</li> <li>* What is the worst case scenario?</li> <li>* What do the risk assessment numbers mean and how did you get them?</li> <li>* What documentation or support for your conclusions do you have?</li> <li>* What other opinions on this issue exist?</li> </ul>	<ul style="list-style-type: none"> <li>* How do our exposures compare to the standards?</li> <li>* You say X can't happen. Why not?</li> </ul> <p><u>Process Concerns</u></p> <ul style="list-style-type: none"> <li>* How will we be involved in decision-making?</li> <li>* How will you communicate with us?</li> <li>* Why should we trust you?</li> <li>* How and when can we reach you?</li> <li>* Who else is involved in this situation?</li> <li>* When will we hear from you?</li> <li>* When and how can we get more information?</li> </ul> <p><u>Risk Management</u></p> <ul style="list-style-type: none"> <li>* When will the problem be corrected?</li> <li>* Why did you let this happen and what will you do about it?</li> <li>* Why do you favor the selected option?</li> <li>* What are other options for correcting the problem?</li> <li>* Why are you moving so slowly to correct the problem?</li> <li>* What other agencies are involved and what are their roles?</li> <li>* What kind of oversight will we have?</li> </ul>

Table 10. Questions Audiences May Ask You (Adapted from Chess, Hance, and Sandman.)

When possible include a press officer on the work group, particularly if the issue may generate media coverage. It is NJDEPE policy to coordinate contact with the media through the press office. The press office may allow you and the work group to talk directly with reporters, or they may take the lead and use the group as consultants. In either case, the communication coordinator is responsible for making sure that information shared with the media is consistent with the technical and scientific information shared with citizens.

Having one person coordinate contact with the media and citizens assures consistency in agency communications, thus increasing agency credibility and public trust. However, if other members of the work group can better explain departmental policy or scientific information, the communication coordinator should arrange the statements of those agency people who will be directly communicating with the media and citizens.

### **REVIEW: HAVE AUDIENCE ISSUES BEEN ADDRESSED?**

Once audiences have been identified and assessed, review your communication goals. Is the information gathered from the audience assessment consistent with what the group believed were the citizens' needs and concerns? Determine if the audience assessment indicates that the strategy needs to be modified. Questions that should be asked by the communication coordinator at this stage are:

1. Is the goal still appropriate for this case?
2. Is there consensus from the group that the goal meets audience needs?
3. Has the group spoken to representatives of the identified audiences affected by the issue?
4. Based on the audience assessment what scientific information should be shared with affected audiences response?
5. Are there other audiences that need to be identified and contacted for this case?
6. How will we use the information we learned to help shape the communication plan?
7. Are we considering the standard communication goals (see Table 3) as we develop a strategy?
8. Is there additional information the agency needs to share with audiences in order to further develop the strategy and respond to their concerns?
9. Have we learned the networks through which audiences communicate with each other, so that we can reach audiences affected by the case?
10. Have policy questions been raised by audiences that the agency needs to consider and respond to in order to develop the communication strategy?

If this review shows that goals need modification or more information on audience perceptions or concerns is needed, the communication coordinator should address these issues with the program manager and the work group. Major changes in strategy may require a group meeting; minor changes can usually be addressed by a memo. If goals are not being met, identify constraints and minimize them. Discuss strategy changes with audience contacts to assure that they accurately reflect their needs and concerns.<sup>2</sup>

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<sup>2</sup> A helpful tool in evaluating preliminary audience feedback is Evaluating Risk Communication Efforts: A Catalog of Quick and Easy Feedback Methods. This report, produced by the ECRP at Rutgers University is available from the RCU.

## **STEP FIVE: IDENTIFY MESSAGES AND METHODS**

The next step is to decide what you need to communicate. A message is information you want to share with audiences, a question that you need them to answer, or both. It should be consistent in all communications. To assure this, messages must be confirmed with members of the work group. Consistent messages build confidence in agency information and improve the chance that they are received and understood.

To develop messages, use your goal as a guide, and list key points about the issue you want people to know. These include scientific facts, departmental policy, and public participation opportunities. Merge this list with the answers to audience questions from the assessment. Consider not only information the agency wants to share with citizens, but information citizens need to interact effectively with the department and take appropriate action. Use your updated issue profile, including constraints, to form messages from this combined list. Before messages are released, consult the work group and key audience contacts to make sure the message is understandable and answers audience questions. Listed in Table 11 are questions to help you prepare responsive messages.

In most cases, only one message will be needed. However, sometimes you need to address questions and concerns of specific audiences. This may mean preparing different messages or including responses to specific questions in your general message.

### **PREPARING RESPONSIVE MESSAGES FOR CITIZENS**

- \* Does the message convey agency views?
- \* Does the message reflect the audience assessment?
- \* Are technical terms explained?
- \* Can graphics help explain points?
- \* Are graphics clear and simple or do they need explanation?
- \* Was the message pretested with members of the intended audience?
- \* Are you prepared for questions that may arise? If not, have you identified appropriate experts to assist you?

Table 11. Preparing Messages (Adapted from Chess, Hance, and Sandman.)

Develop messages in concert with the method you and audience contacts choose to deliver the information. More than one method may be useful in delivering messages. The audience assessment of how citizens communicate can help you decide suitable methods to send your message. The best method also depends on what information you need to share, the information needs of the audience, and how fast the message needs to get out. For example, if the target audience is a neighborhood association with a newsletter or regular meetings, an article in their newsletter or a presentation at their meeting might work. If these forums are not available, you may need to set up a special meeting through association leaders, go door-to-door, or mail information.

Table 12 gives an overview of methods that can be used in various combinations to successfully reach your goals. Whatever methods are used, confer with the work group and your audience contacts to assure that the chosen methods are appropriate.

<b>METHODS FOR COMMUNICATION</b>	
<u>Written Or Audio-Visual Materials</u>	
<ul style="list-style-type: none"> <li>* Pamphlets</li> <li>* Letters</li> <li>* Postcards</li> <li>* Newsletters</li> <li>* Periodic updates</li> <li>* Displays</li> <li>* Fact sheets</li> <li>* Flyers</li> <li>* Door-hangers</li> <li>* Educational materials</li> <li>* Question and answer sheets</li> <li>* Placards in mass transit</li> <li>* Videos</li> <li>* Slide shows</li> <li>* Audio tapes</li> <li>* Articles in organizations' newsletters</li> <li>* Inserts in mass mailings</li> <li>* Polls</li> </ul>	<ul style="list-style-type: none"> <li>* Informal meetings</li> <li>* "Open" work meetings</li> <li>* Workshops</li> <li>* Advisory committees</li> <li>* Special events</li> <li>* Conferences</li> <li>* Courses</li> <li>* Door to door</li> <li>* Brainstorming</li> <li>* Suggestion boxes</li> <li>* Telephone/conference calls</li> </ul>
<u>Person To Person</u>	
<ul style="list-style-type: none"> <li>* Presentations at meetings</li> <li>* Drop-in or availability sessions</li> <li>* Public hearings/meetings</li> </ul>	<u>Mass Media</u> <ul style="list-style-type: none"> <li>* News conferences</li> <li>* News releases</li> <li>* Letters to the editor</li> <li>* Talk shows</li> <li>* Call-in shows</li> <li>* Feature articles</li> <li>* Press briefings</li> <li>* Public Service Announcements</li> <li>* Display advertisements in newspapers</li> <li>* Legal notices</li> </ul>

Table 12. Methods (Adapted from Chess, Hance, and Sandman)

### **REVIEW:**

#### **DO THE AUDIENCES AGREE WITH THE STRATEGY?**

After you develop messages and select methods, the review step addresses two critical issues. The work group and the external audiences need to confirm that the planned strategy is appropriate, and an evaluation method for the overall strategy must be developed to determine whether or not the audiences received and understood the information you plan to share. Questions that should be asked by the communication coordinator at this stage are:

1. Is the goal still appropriate for this case?
2. Is there consensus among all parties that the goal meets agency and citizen needs?
3. Do messages reflect the communication goal?
4. Are we considering the standard communication goals as we develop messages and select methods? (see Table 3)
5. Have we tested the messages on audience contacts for understanding?
6. Have we contacted audience representatives to determine that the best method has been selected to deliver these messages?

If there is disagreement that messages reflect the communication goal and the concerns of citizens, modify them accordingly. Use the methods suggested by your audience contacts or learned in the audience assessment to deliver messages. Once the group and audience contacts are satisfied, you are ready to implement the communication strategy.<sup>3</sup>

## **STEP SIX: IMPLEMENT STRATEGY**

Putting a communication strategy into play takes some preparation. If you decide that a public meeting is the best way to share the message, you need to decide:

- \* the time and place of the meeting
- \* who will make presentations
- \* how you will invite the public
- \* what graphs, charts and fact sheets are needed
- \* how you will evaluate the effort
- \* when the pre-meeting to review and practice for the meeting will take place
- \* who is responsible for what task

A timeline makes implementation much easier. It illustrates:

- \* needed tasks
- \* how long they take to complete
- \* who should do each task
- \* what the constraints are and how to overcome them
- \* how you will evaluate the strategy's outcome

Because evaluation was considered during message and method development, the evaluation method simply needs to be confirmed. Once the communication plan is approved by the work group and your supervisor, you are ready to implement it. The worksheet at the end of this workbook will help you develop the timeline.

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<sup>3</sup>Evaluating Risk Communication Efforts: A Catalogue of Quick and Easy Feedback Methods offers some techniques that help in answering these questions, such as readability tests for written documents and citizen focus groups to help you understand how the public will react to agency proposals.

## **STEP SEVEN: EVALUATE, DEBRIEF AND FOLLOW-UP**

Evaluation takes place in many ways throughout a communication plan: confirming messages and methods with internal and external audiences are two examples. Outcome evaluation done at the close of the plan answers the following questions:

- \* Did the strategy used meet the goals?
- \* Were the needs and concerns of citizens met?
- \* Was the intended message received and understood?
- \* Was the method used appropriate for this case and audience?
- \* Are there questions which require a follow-up?
- \* Was the method cost-effective?
- \* Were there unintended effects, good or bad, in addition to intended effects?

If the goal was to change audience behavior, or increase knowledge of an issue, you need to know audience behavior and knowledge before, as well as after plan implementation. A well-designed survey is one way to measure such changes; checks of media coverage or talks with audience contacts are less rigorous but still useful methods. These methods should include questions broad enough to identify unintended effects, good or bad, of your strategy and messages.

Internally, a work group debriefing determines the success of the communication effort. This meeting identifies areas where the strategy was successful or not, and why. It is an opportunity to review the activities of the group and decide if follow-up with audiences is needed to assure that the goal is achieved. When evaluation indicates that citizens still have questions or concerns, follow-up is needed. The role of the communication coordinator is to see that follow-up occurs, to maintain the credibility and trust established with audiences during the planning process.

Many times follow-up requires repeating the planning process to clarify the issue for audiences, or address policy changes that may need to be made as a result of new insights or information, but it does not have to be as detailed as preparing the initial strategy because audience contact and assessment has already been made. Follow-up could take the form of a revised fact sheet; a phone call or letter to citizens to respond to additional questions; or a briefing of the press. Whatever form follow-up takes, if evaluation indicates that it is necessary, do it. A communication strategy is not complete as long as the public still has questions and concerns.

**Appendix A:  
Communication Planning Sheets**

COMMUNICATION PLANNING PROCESS WORKSHEET

1. IDENTIFY THE ISSUE: (p. 3) \_\_\_\_\_

\_\_\_\_\_

IDENTIFY PROJECT WORK GROUP: \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

IDENTIFY COMMUNICATION COORDINATOR: \_\_\_\_\_

2. SET CASE-SPECIFIC GOALS: (p. 5) \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

**REVIEW:** How will you evaluate whether agency and citizen concerns were met? (p. 6)

3. PROFILE THE ISSUE: (p. 7) \_\_\_\_\_

\_\_\_\_\_

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\_\_\_\_\_

**KEY AUDIENCES:**

- 1) \_\_\_\_\_
- 2) \_\_\_\_\_
- 3) \_\_\_\_\_
- 4) \_\_\_\_\_

**CONSTRAINTS:**

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

**REVIEW: IS THE PROFILE COMPLETE? (if not, revise and expand, page 11)**

\_\_\_\_\_  
\_\_\_\_\_

**4. AUDIENCE ASSESSMENT PLAN (p. 11)**

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

**ASSESSMENT RESULTS:**

**AUDIENCE #1:** \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_

**AUDIENCE #2:** \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_

AUDIENCE #3: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

AUDIENCE #4: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

**REVIEW:** Does the strategy address issues for both internal and external audiences? (if not, revise accordingly, p. 14)

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

**5. IDENTIFY MESSAGES AND METHODS ( p. 15)**

**MESSAGES:**

- 1) \_\_\_\_\_
- 2) \_\_\_\_\_
- 3) \_\_\_\_\_
- 4) \_\_\_\_\_

**METHODS [list all possible methods; select method for each audience]**

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\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

**TARGET MESSAGES AND METHOD TO AUDIENCES**

**Audience #1:** \_\_\_\_\_

**Messages:** \_\_\_\_\_  
\_\_\_\_\_

**Method:** \_\_\_\_\_  
\_\_\_\_\_

**Audience #2:** \_\_\_\_\_

**Messages:** \_\_\_\_\_  
\_\_\_\_\_

**Method:** \_\_\_\_\_  
\_\_\_\_\_

**Audience #3:** \_\_\_\_\_

**Messages:** \_\_\_\_\_  
\_\_\_\_\_

**Method:** \_\_\_\_\_  
\_\_\_\_\_

**Audience #4:** \_\_\_\_\_

**Messages:** \_\_\_\_\_  
\_\_\_\_\_

**Method:** \_\_\_\_\_  
\_\_\_\_\_

**REVIEW:** Do the audiences agree the strategy is likely to achieve the goal? (p. 16)

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_



7. EVALUATE and DEBRIEF: how well did the strategy for each audience succeed? (p. 17)

Audience #1: \_\_\_\_\_  
\_\_\_\_\_

Audience #2: \_\_\_\_\_  
\_\_\_\_\_

Audience #3: \_\_\_\_\_  
\_\_\_\_\_

Audience #4: \_\_\_\_\_  
\_\_\_\_\_

FOLLOW-UP, if needed: [identify loose ends, possible policy changes or evidence of success]

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_



