

APPENDIX D: PUBLIC INVOLVEMENT

D.1 ADVISORY GROUPS AND THE FEDERAL ADVISORY COMMITTEE ACT (FACA)

Congress passed the Federal Advisory Committee Act (FACA) in 1972 to create an orderly procedure by which federal agencies may seek advice and assistance from citizens. Congress was concerned that there were too many advisory committees, and some of those advisory committees were either not contributing anything of substantive value or were duplicating another committee's efforts. Now, any time a federal agency intends to establish or utilize an advisory group having at least one member who is not a federal employee, the agency must comply with FACA and administrative guidelines developed by the General Services Administration (GSA).

A decision tree is included below that is intended to guide planners on whether or not an advisory entity is subject to FACA. In general, any panel, conference, or similar group established or utilized by a federal agency for the purpose of obtaining consensus advice or recommendations on issues or policies will likely fall within the purview of FACA. Remember that management decisions can be challenged and possibly negated as a result of FACA procedural violations.

Planners need to look at all interactions with nonfederal individuals or groups for possible problems with FACA. It is important to consider the "totality of circumstances," that could violate the committee-formation requirements of FACA, such as the purpose of any meeting, who attends, whether consensual input from participants is an objective or result, frequency of meetings, etc. It also is important to be cautious of the "appearance" of violating FACA.

In general, meetings less likely to require a chartered federal advisory committee include

- meetings with a group of people providing individual advice or recommendations as opposed to collective advice
- meetings with individuals, provided that meetings are infrequent, individuals are not a part of the federal group meeting to reach consensus advice, or the meetings are not controlled by the agency
- occasional meetings with external organizations initiated by the agency (assuming reaching consensus or providing specific recommendations or advice is not the aim of the meeting)
- public meetings

Situations more likely to need a chartered federal advisory committee include

- partnerships with private organizations or individuals
- collaborative planning activities with private organizations or individuals
- alternatives for environmental analyses developed by citizens and groups (if this is a consensus exercise with federal participation)
- regular meetings with interest groups

If a federal advisory committee needs to be formed, there are a series of requirements that need to be fulfilled (e.g., obtain approval for the committee from the Director and Department, the committee must be federally chartered, the committee meetings must be open to the public and advertised in the Federal Register). For additional information on FACA and the Park Service, see <http://www.nps.gov/policy/DOrders/facaguide.html>. See also the sources in Appendix D.6.

FIGURE D.1: FEDERAL ADVISORY COMMITTEE ACT DECISION TREE

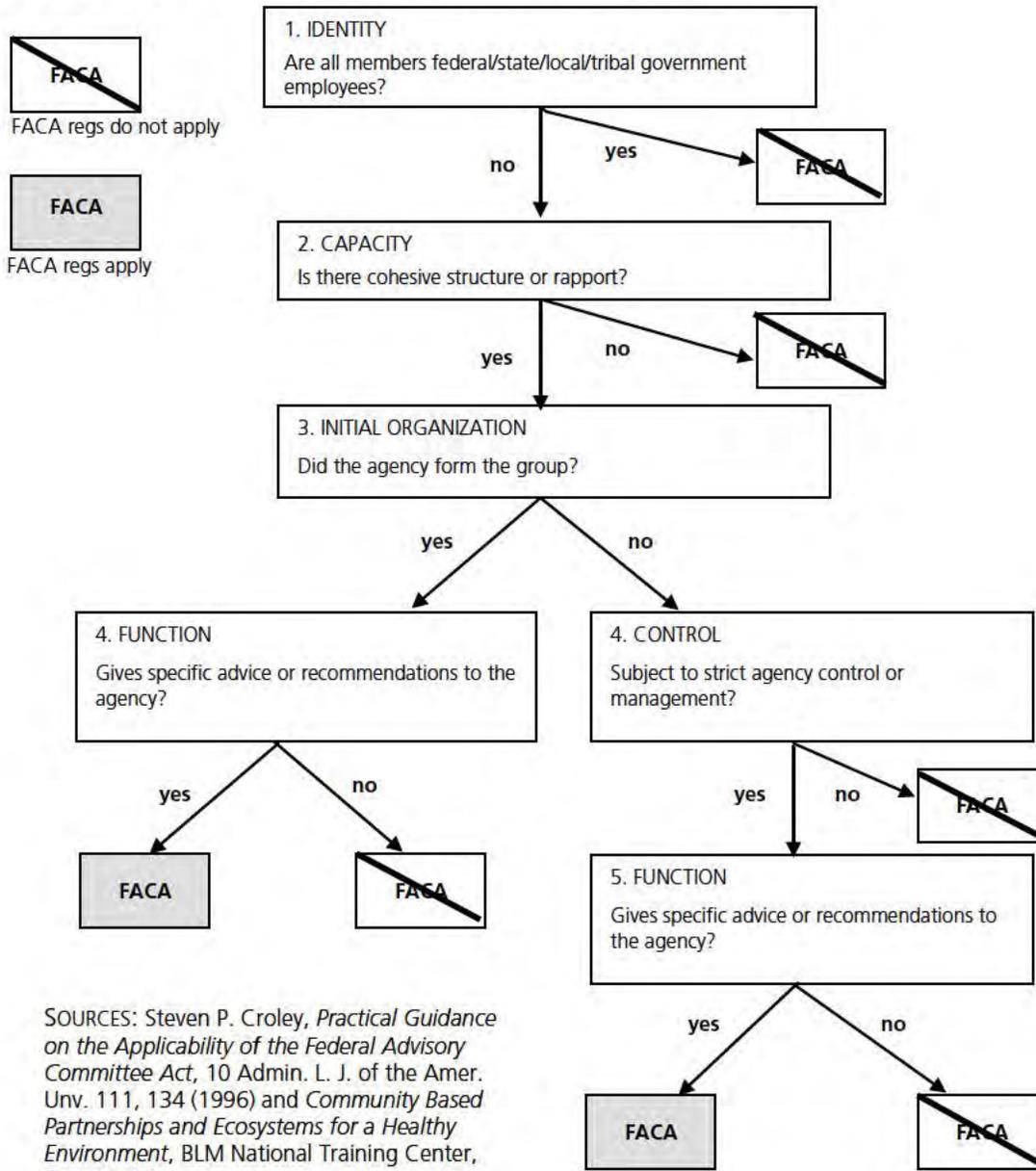


CHART FROM: Barb Cestero, *Beyond the Hundredth Meeting, A Field Guide to Collaborative Conservation on the West's Public Lands*, Tucson, AZ: Sonoran Institute, July 1999.

D.2 A TEMPLATE FOR PUBLIC INVOLVEMENT

This appendix provides a four- part template for preparing a public involvement strategy that covers the key phases in preparing a GMP/EIS or EA. The first part of the template is completed once for the entire planning project. The second, third, and fourth parts are completed for each phase of the project. The template forms and their information are just suggestions to get you started thinking and should be modified to meet your individual park’s need.

While there are many approaches to developing a public involvement strategy, the following template provides a simple framework for organizing your thoughts that can be customized for a particular park and its local circumstances. The framework has been divided into parts to assist in describing it in the methods and tools section.

Part 1. Purpose of this Public Involvement Strategy and Situational Analysis (Complete once for the entire planning project.) [See example in D.2.a]			
a. Purpose b. Issues c. Public and Stakeholders d. Special Circumstances			
Parts 2–4 (Complete for each planning phase.) [See examples in D.2.b–D.2.d]			
Planning Phase:			
Part 2	a. Public Involvement Goal for this Phase		
	b. Key Planning Steps	c. Planning Product	
Part 3	Information Needed from the Public	Information Needed by the Public	
Part 4	Public Involvement Activities for this Phase	Team Member Responsible	Due Date

D.2.a Part 1: Methods and Tools for Public Involvement Strategy and Situational Analysis

Part 1 is only completed once for the project. There are four components.

- 1a. Purpose
- 1b. Issues
- 1c. Public and Stakeholders
- 1d. Special Circumstances

Purpose	Strategy
<p>Part 1a. Identify the purpose of this public involvement strategy.</p>	<p>The first question a planning team needs to answer regarding public participation is: "What is the overall goal or intent of the public participation effort for this plan — what do you hope to accomplish by involving the public?" Generally, the goals of public involvement for a GMP are to inform the public of a decision to be made; to provide opportunities for the public to be heard before the decision in selecting a plan; and to provide opportunities for the public to influence the decision.</p> <p>More specifically, a public involvement strategy will usually have at least three primary goals:</p> <ul style="list-style-type: none"> • Inform and educate the public about the need for the NPS GMP / EIS (or EA) and about the key issues being addressed. • Provide the public with opportunities for meaningful involvement in the planning and NEPA processes. • Strengthen and enhance relationships between the park and its stakeholders.
<p>Part 1b. Identify the issues and level of controversy.</p>	<p>It is recommended that the list of issues and the list of stakeholders and partners (below) be developed simultaneously because it is easier to think about them that way: As the team thinks about issues it will find itself thinking of individuals and groups who are concerned about those issues. When the team thinks about the public and stakeholders, it will think of issues those groups are bound to raise. Both internal and external stakeholders need to be considered in identifying issues.</p> <p>For each issue the planning team should assess the level of controversy. Even people who are highly experienced in public participation get taken by surprise. Something that seems like it should be highly controversial may not generate much interest, while something that seems quite bland may become a battleground.</p> <p>There is no magic way to predict controversy, but there are indicators of probable controversy. The most basic indicator of controversy, of course, is the significance of the impacts. For example, if park roads are going to be built or closed, if there will be major increases in pollution added to the environment, if there will be major adverse impacts on employment, or if limits are being proposed on visitor numbers or activities, you can count on considerable controversy. It is often worth asking the superintendent or regional director what issues he or she thinks will be most controversial.</p> <p>There are other indicators of controversy. Issues that might by themselves seem relatively noncontroversial can become highly controversial if any of the following situations occur:</p> <ul style="list-style-type: none"> • There has been a prior controversy on the same issue, (e.g. controversy over prior actions). • The issue is closely related to another major issue over which there is continuing controversy or a power struggle (e.g., snowmobile use in Yellowstone). • The issue touches on local political topics such as land use or economic development that are the basis for political debate within the area.

Purpose	Strategy
	<ul style="list-style-type: none"> The issue is the total reason for existence of a stakeholder group. <p>Sometimes people within the planning team will know the stakeholders well enough to make an informed judgment as to how intense their interest will be. On occasion, though, the only way to assess the potential for controversy is to meet with stakeholders and discuss their interest in the issue and their suggestions for what kind of participation is appropriate. These interviews or small group meetings can play an important role in developing a successful public participation plan.</p>
Part 1c. Identify the stakeholders and partners.	<p>If possible involve the superintendent (and possibly the regional director) in identifying the stakeholders and partners. Although it may not be possible to have these individuals actually participate in planning sessions, they should be asked the following questions:</p> <ul style="list-style-type: none"> Which public and stakeholder groups are most likely to exert influence in the park, region, and Washington? Whose participation in the process is essential for credibility? Are there other groups or individuals who have traditionally been associated with or involved in the park and that should be included in the planning effort? <p>Pay attention to those who might be interested but have not traditionally been involved in the GMP planning process.</p>
Part 1d. Identify any special circumstances that need to be considered	<p>In developing a public involvement strategy, sometimes special circumstances need to be considered. Examples of special circumstances to consider are</p> <ul style="list-style-type: none"> cultural/ethnic sensitivities (e.g., most impacted people are from a single cultural/ethnic minority) interest of national stakeholders (e.g., most interested stakeholders are in Washington D.C., not near the park) distance (e.g., interested groups are scattered over a large area geographically) issue is connected politically to other issues (i.e., it may be difficult to keep this issue distinct from other controversial issues) political sensitivities (e.g., key political figures have positions or reputations to defend related to this issue)

Ideas to Consider in Completing Part 1

Purpose: This plan will allow [park name] to demonstrate that it has solicited public input, worked with relevant governments, communicated its intentions to the public, and incorporated the concerns of the public into the development of the plan and EIS. The plan has three [or more if needed for your park] primary goals:

- Educate the public about the need for the general management plan / environmental impact statement and about the important issues being addressed.
- Provide the public with opportunities for meaningful involvement in the planning and NEPA processes.
- Enhance relationships between the park and its stakeholders.

Issues: [A brief description the issues or concerns driving preparation of a general management plan / environmental impact statement. This information can be found in the PMIS statement and in discussions with park and region staff. For each issue, note the expected level of controversy and the rationale for that judgment.]

Example: Issue 1: Reopening XYZ Canyon to public use. Some people want the canyon opened for limited public recreational use, some prefer it be open for unlimited recreational use, and others prefer the canyon be permanently closed to recreational use to prevent resource impacts. The level of controversy is high because many local residents used to use this area before it was closed, and are upset with the NPS. Environmental groups would strongly oppose any suggestion to reopen the canyon to unlimited public use.

Public and Stakeholders: [List the individuals, groups, and stakeholders that need to be included in the planning process. Some examples of key stakeholders are listed below. Add or delete groups as appropriate.]

- The congressional delegations that are contiguous to or interested in [park name]
- Local, state, and regional elected officials from this same geographic area, as well as some of the public policy organizations that provide consultation to these officials
- Government partners, including city, township, parish, county, region, state, commonwealth, federal and tribal governments
- Private sector partners, including landowners, special interests, industry and agriculture groups, tourism councils, friends groups, Chambers of Commerce
- Park resource user groups
- Environmental and conservation groups
- Traditionally associated groups
- Tourism, business, and commerce- related groups
- Civic groups interested in public policy and environment- related issues
- Colleges and universities in the regional area of interest
- Other state, regional, and federal governmental organizations, as well as tribal governments

Special Circumstances: [Identify any special conditions that may affect public involvement in this plan. Examples could include high level of Native American involvement; politicians that are strongly interested in the park and the plan; or if the park is attracting a lot of media attention.]

D.2.b Part 2: Methods and Tools for the Planning Phase

Complete for each planning phase (i.e., scoping, alternatives, draft plan/EIS or EA, final plan/EIS). There are three parts:

- 2a. Public involvement goal for this phase
- 2b. Key planning steps
- 2c. Planning product

Purpose	Strategy
Part 2a. Identify the planning phase.	Parts 2-4 of the template are completed for each planning phase: the foundation, scoping, alternatives, draft plan/EIS, final plan/EIS, or record of decision.
Part 2a. Identify the goals of involvement for the public, stakeholders, and partners for this phase of the planning process.	<p>To develop public participation objectives, simply ask: "What do we have to accomplish with the public by the end of this planning phase?" Then write an objective describing the completion of that task. Generic objectives of public participation include the following:</p> <ul style="list-style-type: none"> • Inform the public about possible options. • Obtain public comment on a list of options. • Have a dialogue on the range of alternatives to be considered. • Get agreement on the range of alternatives to be considered.
Part 2b and c. Identify the key planning steps and products for this planning phase.	Identifying the key steps and products will help planners identify where public involvement is needed by clarifying the planning activities and products for this planning phase.

D.2.c Part 3: Methods and Tools for Public Information

Complete for each planning phase. Information is needed from the public, as well as by the public.

Purpose	Strategy
Analyze the exchange of information that must take place to achieve the objectives for each phase in the NPS planning process.	<p>For each of the public participation objectives there is an exchange of information with the public that must take place.</p> <p>For each phase in the planning process:</p> <div style="text-align: center; border: 1px solid black; padding: 10px; margin: 10px 0;"> <pre> graph LR A[What does the public need to know to participate effectively at this step? Also, identify the messages the team wants to communicate to the public.] <--> B[What needs to be learned from the public to complete this step?] </pre> </div> <p>An example of what this analysis might look like for one objective, "Obtain a complete identification and understanding of how the problem is viewed by all significant interests," is shown below:</p> <p>Information exchange from the Park Service to stakeholders/public:</p> <ul style="list-style-type: none"> • The nature of the planning and decision-making process • What the agency knows about the issues or concerns • Opportunities for participation <p>Information Exchange from stakeholders/public to the Park Service:</p> <ul style="list-style-type: none"> • How different groups see the issues and concerns • How the issues and concerns affect different stakeholders • The intensity of the impacts • Which parts of the public see themselves as affected <p>This same kind of analysis is completed for each public participation objective.</p>

D.2.d Part 4: Methods and Tools for Public Involvement Activities

Complete for each planning phase. Part 4 consists of determining public involvement activities, the responsible team member, and the date to be completed.

Purpose	Strategy
Part 4. Select the specific public involvement and partner techniques for each phase in the NPS planning process.	<p>The next step is to select techniques that will achieve the public participation objectives. Many planners start with the step of selecting a public involvement technique without doing the strategic thinking of the preceding steps. This often results in a technique that may not be as effective in achieving objectives. Below is a list of frequently used public participation techniques. This list is divided into techniques for getting information to the public (one-way), getting it from the public (one-way) and exchanging information (interaction between the agency and the public). More information on these techniques can be found on websites referenced in the appendix.</p> <p>Information-providing techniques:</p> <ul style="list-style-type: none"> • briefings • workshops • exhibits/displays • interpretive programs • feature stories • information repositories • mailings containing technical reports/environmental reports • news conferences • newsletters • newspaper inserts • news releases • press kits • public service announcements • presentations to groups • websites (NPS and site-specific) <p>Information-gathering techniques:</p> <ul style="list-style-type: none"> • focus groups • mail-in response forms (including advertisements, inserts or newsletters) • polls, surveys, questionnaires <p>Interaction / information exchange techniques:</p> <ul style="list-style-type: none"> • advisory groups/task forces • hotlines • interviews • open houses • participatory television/cable television • public meetings • retreats • workshops
Assign responsibilities and due dates.	Assigning responsibility for tasks and due dates ensures that tasks are not forgotten and that they are completed on time.

D.2.e Ideas to Consider in Completing Parts 2, 3, and 4 for Each Phase

Planning Phase: Scoping

Part 2 — Public Involvement

Introduce the project to key stakeholders, identify the range of publics and other interests in the area, and refine the public involvement strategy based on the information received. Determine what issues need to be addressed during the general management plan process and what concerns there are about the park and the planning process.

Key Planning Steps	Planning Product
Reconfirm information in the foundation statement. Actively engage the public in discussing and identifying issues, values, opinions, etc.	List of the issues to be addressed during the general management plan process and what concerns there are about the park and the planning process. List of those issues that will not be considered during the planning process. Newsletters #1 and #2.

Part 3 — Information Needed from/by the Public

Information Needed FROM the Public	Information Needed BY the Public
Confirmation of purpose and significance statements, primary interpretive themes, and special mandates prepared in the Foundation Statement.	<u>Message:</u> The NPS is pleased the process is starting and welcomes the opportunity to work with the public to develop a preferred alternative through the process
Willingness to be involved in the process and be added to park mailing list	<u>Message:</u> The planning team is looking for feedback throughout the general management plan / environmental impact statement planning process.
Information that may be helpful in the planning process, or people or organizations that should be involved in the planning process	<u>Message:</u> Planning goal is to protect the park's natural and cultural resources while providing a quality visitor experience.
Confirmation of key stakeholder and public concerns or issues that need to be addressed in the EIS.	<u>Message:</u> The best way to look at the various types of impacts and issues involved is through the environmental impact statement process. The EIS process allows strong public and stakeholder participation, comprehensive environmental analysis, and mechanisms to review the work at different stages in the process.
Confirmation of level of controversy for each issue among key stakeholders and public.	<u>Message:</u> The EIS process will help us to clearly document the environmental impacts, assess the impacts of possible management alternatives, and work with the public to develop an acceptable preferred alternative.
	<u>Message:</u> There will be a variety of ways for people to make their interests and issues known, including newsletters, the website, attending open houses, comment forms, informal discussions with park staff, and through elected officials.
	General management planning process, schedule and opportunities for involvement throughout process.
	Park background and orientation information.
	Draft purpose and significance statements, primary interpretive themes, and special mandates.
	Preliminary list of issues that will and will not be addressed in the general management plan, and the rationale.
	Preliminary summary of public comments and issues that will and will not be addressed in the general management plan (newsletter 2).

Part 4 — Typical Public Involvement Activities

Typical Public Involvement Activities for this Phase	Team Member Responsible	Due Date
Publish a Notice of Intent (NOI) in the <i>Federal Register</i> .		
Meet with NPS staff to discuss process and gather issues and concerns.		
Prepare scoping and meeting publicity (news releases, flyers, emails, media briefings, and other outreach techniques that will be used).		
Develop a project mailing list (or refine existing list).		
Prepare newsletter 1, with welcome information, planning process description and schedule, Foundation Statement information, park map, preliminary issues (if known), invitation to participate at meetings and throughout project, and mail back response card and request comments via the Internet. Also post on park website and PEPC.		
Prepare a PowerPoint presentation that can be used for public meetings, posted on the web, or sent to key stakeholders (and/or use the NPS planning video).		
Prepare a "frequently asked questions and answers" handout.		
Determine if there are outlets in the park or local communities to distribute information about the process and scoping meetings (e.g., backcountry permit office, visitor center, public library).		
<u>Media Relations</u> : at a minimum issue a press release about the planning process and public meetings. The park staff may also choose to conduct a pre-public meeting forum for the press. The objective of the media outreach will be to inform the public about the planning process and alert them to the need for interested parties to be heard.		
Send introductory letter and conduct briefings with American Indian tribes and the State Historic Preservation Officer (SHPO).		
Conduct scoping meetings (determine format that will be most effective for your public; stakeholders may provide recommendations).		
Make individual contacts with congressional delegation.		
Meet with local, state and federal agencies (e.g., U.S. Fish & Wildlife Service, state Department of Natural Resources, county board).		
Meet with private organizations (e.g., NGOs, chambers of commerce, service clubs, neighborhood organizations, etc.).		
Analyze scoping comments using PEPC; post a summary on park's website.		
Prepare newsletter #2 summarizing scoping comments, identifying issues to be addressed in the planning process and those issues that will not be addressed and why. Include a schedule of the planning process and how the public can remain involved. Inform the public of any special studies being prepared to support analysis or decisions in the process.		
Refine the public involvement strategy as necessary.		

Planning Phase: Alternatives

Part 2 — Public Involvement Goal

The public and stakeholders are introduced to and understand the alternatives. There is a clear relation to the comments received during scoping and the alternatives as presented. The public has opportunities to comment on the alternatives—pointing out strengths, areas for improvements, additional data needs and preferences.

Key Planning Steps	Planning Product
Analyze resources.	Clearly defined alternative concepts
Develop potential management zones.	List of management prescriptions
Define alternative concepts.	Description of alternatives, including management zoning maps
Develop and map alternative management zone patterns.	Newsletter #3

Part 3 — Information Needed from/by the Public

Information Needed FROM the Public	Information Needed BY the Public
Reaction to the alternatives—what are the strong points, what can be improved, as well as preferences, observations, and suggestions.	<u>Message</u> : The planning team has been reviewing public comments received from the scoping process, meeting with partners, and conducting environmental analyses.
Identify others to be involved.	<u>Message</u> : A preferred alternative has not been selected yet — we want to hear your views.
Provide additional data sources and information to help understand and prepare the impacts of the alternatives.	<u>Message</u> : Alternatives have been developed regarding possible changes to park operations and visitor and resource management
Information that could be helpful in selecting/developing a preferred alternative.	<u>Message</u> : Our planning goal is to protect the park’s natural and cultural resources while providing a quality visitor experience.
Reaction to the alternatives—what are the strong points, what can be improved, as well as preferences, observations, and suggestions.	<u>Message</u> : GMP alternatives focus on the broadest level of decision making for the park, which is generally represented by alternative ways of zoning the park, with associated differences in resource conditions, visitor experiences, and kinds and levels of management, access, and development.
	<u>Management zones</u> : What are they and how are they used in park planning and management?
	Identify when the draft document will be on review and ways the public can provide input.

Part 4 — Typical Public Involvement Activities

Typical Public Involvement Activities for this Phase	Team Member Responsible	Due Date
Produce newsletter #3 with invitation to participate at a series of public meetings. Also include the following information: management zones, zoning maps, brief update on what the planning team has been doing and has learned since newsletter #2, request for comments on the draft alternatives, schedule, how to stay involved. Include a mailback response form and ask for using PEPC on the strengths and what can be improved in each alternative. Also, ask for what was overlooked and new ideas or information.		
Conduct public open houses to present the alternatives and listen to public comments.		
Take advantage of interested public group’s regularly scheduled meetings or newsletters to distribute information on the GMP process and the issues that will generally be covered in the EIS.		
Conduct meetings with NPS park, regional and Washington staff.		
Prepare meeting publicity (news releases, flyers, emails, media briefings, and other outreach techniques that will be used).		
Prepare a PowerPoint presentation that can be used for public meetings, posted on the web, or sent to key stakeholders.		
Prepare a “frequently asked questions and answers” handout.		
Determine if there are outlets in the park or local communities to distribute information about the process and scoping meetings. (e.g. backcountry permit office, visitor center, public library).		
Media Relations: at a minimum a press release will be issued about the planning process and public meetings. The team may also choose to conduct a pre-public meeting forum for the press.		
Host Jurisdictional Meetings (Members of this group will be higher-ranking representatives who are decision-makers or report directly to decision-makers).		

Typical Public Involvement Activities for this Phase	Team Member Responsible	Due Date
Meet with tribal representatives.		
Meet with local, state, and federal agencies (e.g., State Historic Preservation Officer, U.S. Fish & Wildlife Service, county board).		
Conduct focus groups to identify possible approaches to resolving planning issues.		
Analyze and summarize public comments.		

Planning Phase: Draft Plan/EIS or Plan/EA

Part 2 — Public Involvement Goal

Provide input on the draft plan. Provide opportunities for public suggestions for improvements and additional information.

Key Planning Steps	Planning Product
Describe the affected environment and the environmental impacts of the alternative. Estimate the cost of the alternatives. Select a preferred alternative. Prepare and distribute the draft plan.	Draft general management plan / EIS Public summary of plan (optional)

Part 3 — Information Needed from/by the Public

Information Needed FROM the Public	Information Needed BY the Public
Feedback on the document. Indication of the level of controversy. Substantive comments and suggestions for improvements.	<u>Message</u> : Planning goal is to protect the park’s natural and cultural resources while providing a quality visitor experience.
Overall public views and key stakeholders views of the preferred alternative. Identification of which alternative(s) the key stakeholders prefer.	<u>Message</u> : Although a preferred alternative will be presented, the NPS can amend that alternative based on public input. The NPS can choose a final preferred alternative based on any of the options that were analyzed in the draft EIS or EA.
Identification of who wants the draft document and in what form (hard copy, summary, CD, electronic copy, website availability).	<u>Message</u> : There will again be a wide variety of ways for people to make their interests and issues known, including newsletters, the website, attending open houses, informal discussions with park staff, and through their elected officials.
	<u>Message</u> : The NEPA process will help us to clearly document the environmental impacts, assess the impacts of possible management alternatives, and work with the public to develop an acceptable final preferred alternative.
	Description of the preferred alternative and other alternatives, and their environmental consequences.
	Explanation of the types of comments the NPS is seeking from the public in reviewing the plan.
	Description of ways to provide comments on the draft document and end date of comment period.

Part 4 — Typical Public Involvement Activities

Typical Public Involvement Activities for this Phase	Team Member Responsible	Due Date
Publish Notice of Availability in <i>Federal Register</i> .		
Produce newsletter #4 announcing the public meetings to discuss the draft EIS or EA and outlining the preferred alternative. The newsletter will encourage comment and outline the various ways the public can provide input. This will be distributed electronically, through regular mailing lists, and will be posted on the park's website and PEPC.		
Schedule a round of public outreach. All of the outreach mechanisms used in the scoping process will be used during this period. The website will be updated, internal park briefings conducted prior to the public outreach, and individual contacts made with key Congressional leaders and stakeholders.		
Prepare a Power Point presentation on the process and alternatives.		
Prepare a frequently asked questions handout.		
Post the draft plan on the park's website and PEPC.		
Prepare and distribute a press release stating the plan is available, public meeting schedule and locations, and how to get a copy of the plan.		
Host another briefing for government officials and agencies (e.g., the State Historic Preservation Officer, U.S. Fish & Wildlife Service, county board) to discuss the DEIS and solicit feedback on the preferred alternative before the public meetings. Members of this group will be higher-ranking representatives who are decision-makers or report directly to decision-makers.		
Meet with tribal representatives.		
Conduct another round of meetings to solicit public input about the DEIS and the preferred alternative. News releases, flyers, emails, media briefings, and other outreach techniques will be used to publicize the meetings. The team may consider display ads if these techniques do not prove to be comprehensive enough.		
Encourage groups to distribute updated information about the project via their own electronic networks		

Planning Phase: Final Plan/EIS

Part 2 — Public Involvement Goal

Provide copies of the document to all interested stakeholders and members of the public.

Key Planning Steps	Planning Product
Respond to public comments on the draft plan / EIS.	Final GMP / EIS
Decide whether or not to change the preferred alternative.	Public summary of the final document (optional)
Prepare final plan / EIS.	

Part 3 — Information Needed from/by the Public

Information Needed FROM the Public	Information Needed BY the Public
Identify who wants copies of the final document and in what format.	<u>Message:</u> Planning goal is to protect the park's natural and cultural resources while providing a quality visitor experience.
	<u>Message:</u> We first looked at a very fundamental question: What do we want the park to be like in the future? Our objective in this process was to first capture people's sense of what the park should be like 20 years from now, and develop a picture of what an ideal park experience should be.
	<u>Message:</u> The EIS process has allowed strong public and stakeholder participation, comprehensive environmental analysis, and opportunities to review the work at different stages in the process.
	<u>Message:</u> This GMP is focused on the management of uses as people experience the park.
	NPS responses to substantive comment on the draft document.
	General overview of public responses to the draft document.
	Explanation of how peoples' views were used by the NPS in revising the draft document. People who have been involved in the process need to know what has been decided.
	Explanation of how the GMP/EIS will progress from this point forward.

Part 4 — Typical Public Involvement Activities

Typical Public Involvement Activities for this Phase	Team Member Responsible	Due Date
Publish a Notice of Availability (NOA) in the <i>Federal Register</i> .		
Distribute a summary of the final GMP /EIS (optional).		
One more round of jurisdictional meetings with key stakeholders will be held to present the final recommended alternative and outline the next steps. This will help park staff as they prepare for the ROD and implementation.		
Post the final document on the park website and PEPC.		

Planning Phase: Record of Decision (EIS) or Finding of No Significant Impacts (EA)

Part 2 — Public Involvement Goal

Inform the public of the decision (which alternative will be implemented in the park).

Encourage support for implementation of the general management plan.

Key Planning Steps	Planning Product
Finalize Record of Decision or Finding of No Significant Impact.	Record of Decision or Finding of No Significant Impact Summary of the record of decision

Part 3 — Information Needed from/by the Public

Information Needed FROM the Public	Information Needed BY the Public
Who wants copies of the record of decision or finding of no significant impact?	<u>Message:</u> Planning goal is to protect the park’s natural and cultural resources while providing a quality visitor experience.
	<u>Message:</u> We want you to continue to stay involved in the management of the park.

Part 4 — Typical Public Involvement Activities

Typical Public Involvement Activities for this Stage	Team Member Responsible	Due Date
Publish Record of Decision (ROD) (or summary) for an EIS in the <i>Federal Register</i> or .		
Prepare and issue a press release stating the decision.		
Post the record of decision on the park website and PEPC.		

D.3 CONSULTATIONS WITH NATIVE AMERICANS

Tribes are sovereign nations with whom the U.S. government maintains government- to-government relations. This relationship is addressed in the draft *DO #71A* (<http://inside.nps.gov/waso/custommenu.cfm?lv=2&prg=20&id=949>) as well as EO. 13175, “Consultation and Coordination with Indian Tribal Governments.” See the NPS American Indian Liaison Office site at <http://www.nps.gov/history/ailo/ailohome.htm>.

Fully involving Native Americans in a NPS planning process can be a challenging task. However, it is critical to ensure that traditionally associated people and descent groups (including but not limited to, Native American tribes, Alaska Natives, and Native Hawaiians) are invited to participate fully, actively, and throughout the planning process. It may be necessary to look far beyond the immediate geographic area of a park (particularly in the eastern U.S.) to find culturally affiliated tribes. It also may be worth reaching tribes that are not federally recognized.

Suggestions for Native American consultations

- Prepare a letter on the park’s letterhead from the superintendent, to be sent via certified mail with return receipt to retain for the record, to the chairperson of the tribe inviting government- to- government consultations between the tribe and the park.
- Clearly state the nature of the project in the letter and stress the importance of learning about any concerns the tribe might have on current operations or possible future plans.
- Suggest that a meeting could be held at a time and place of the tribe’s choice and convenience, presumably at the tribe’s headquarters.
- Give contact information – the name of the park person to contact with telephone number and e- mail address, presumably the park superintendent.

Mention any public meetings coming up that the tribe might wish to attend in addition to any government- to- government consultations that might be desired by the tribe.

- Having sent the letter and in the event of no response, keep informing the tribe of any public meetings coming up, and keep periodically suggesting government- to- government consultations by follow- up letters and telephone calls to the tribal chairperson.
- If there is communication, ask about other tribal officers the chairperson might wish to keep informed by the park copying them, along with the chairperson, regarding mail correspondence and notes of telephone conversations.
- Keep a record of all of the types of contact with the tribe — including letters, telephone calls, and meetings — noting date, place, and topic(s) discussed, plus persons and titles involved, and concisely report these in summary form in the section “Consultation and Coordination, Native American Consultations” in the document.

Additional information can be found at

http://www.nathpo.org/PDF/Tribal_Consultation.pdf

D.4 WORKING WITH THE MEDIA

Why should I try to work with the media?

- Most reporters approach a story from a point of view based on what they know. You can help form that knowledge base. Your task/challenge: create a favorable impression by demonstrating integrity, honesty, and a willingness to cooperate.

The media mindset:

- Favors trends over ideas
- Prefers stories with a beginning, middle, and end
- Likes to use man of the street/tie any issue with local issues
- Bases stories on who, what, when, where, why
- Newspapers generally write to a reading comprehension level of high school — or less
- Reporters cover viewpoints, not necessarily truths

What drives the story?

- For the National Park Service, conflict will drive most of our stories — the needs/wants of one group over another. Recognize the powerful relationship between elected officials and the media. One will drive the other, and the level of interest will rise.
- Media will search out the conflict to your plan, so be prepared. Don’t back down, you know its coming, just state your position. If the facts are on your side, you can at least counterbalance what the others are saying, and correct misinformation.

The media does not respond well to

- long PowerPoint presentations with scientific language and other jargon
- just the facts without connecting them to a theme

The media can use

- showing concern (for example: the NPS is doing x because of our concern for future use/generations of y)
- simple language and simple themes.

What's your message?

- Figure out a point you want the audience to know and remember.
- Explain why the issue/program/policy is important.
- Explain what it will accomplish in the real world.

Frame your issue in the media mindset:

- What is new or changing?
- Does this tie into any current issues? (trends)
- Does this add a new wrinkle to a current news story?

Different ways to talk with the media:

- For background, a reporter can use the information but not the name or source. (“A senior official close to the project said . . .”)
- If on the record, everything can be quoted and attributed to you.
- If off the record, the reporter agrees to take information from a protected source without writing a story or using the information attributing it to them. (Caution! This doesn't prevent the reporter from getting the same information from another source and using it). This is often why administration sources talk off the record.

D.5 PUBLIC MEETING (OPEN HOUSE) POINTERS

The following information has been excerpted and adapted from a paper prepared for open houses at Glacier NP, and from a “Listening Session Handbook” prepared for the National Park Centennial Initiative.

D.5.a Purpose of Open Houses

Open houses are a type of public meeting frequently used by GMP planning teams because they are designed to encourage people to engage in conversation with members of the planning team. The primary purpose of the open houses for the planning team is to listen. We need to know what people think, what they know that we don't know, what their concerns are, what their hopes are. In order for people to give us good input, we also need to impart information to them about what problems we think need to address and what the public's role is in helping us.

Open houses give more people an opportunity to offer comments without the pressure of public presentation — we often receive more information from participants because of the ability to talk in small groups rather than be intimidated by speaking into a microphone in front of a large group. This format allows participation by all types of people with all types of communication styles and prevents any one interest from dominating. Also we believe we get

better information one- on- one or in small groups than we do in large meetings. It allows us to respond better to individual questions and concerns. If during an open house someone really hates this format, ask him or her what kind of format would work better for him or her, and simply write down his or her comment. This can provide useful information for planning the next round of public involvement.

D.5.b Preparing for the Session

Advance Notification/Outreach/Media

Advance Notification

- Given the short timeline for advance notification, it is best to call, fax, and email any notifications to external parties to be sure the information has been received.
- Press Releases/Meeting Information: It would be helpful to also have the information posted on your websites, both internal and external websites.

Who to Contact?

- Partner/friends groups: parks and regions can make sure these groups are notified of the meetings. Parks and regions should have the most recent updates.
- Park visitors — post signs in park and office locations, pass out flyers
- Interested groups — such as environmental and recreational groups, tourism and business organizations, schools and universities.
- City, county, state, federal government officials, tribes (contact anyone the park or region would usually contact for a more formal NEPA type of meeting)
- Other civic leaders
- Internal audiences: current employees (and their families)
- Retiree groups
- Media (see below)

Media (if applicable)

Prior to Public Meeting:

- Send press release as soon as possible
- Send media advisories within two days of event if possible - get it in the local daybook advisory
- If there is time, prepare some letters to the editors encouraging all to come and attend the meetings, submit to local/regional papers
- On day of meeting, arrange for the public information officer (PIO) or another representative to physically go to TV stations for a live interview during the news to talk about the meeting — get the message out that we want to hear from you (key is to have a good set of talking points ready to go so you know what you'll say on air) News is more likely to air this if you go to them.
- Prepare press kit. This should include any bio info for the NPS host; relevant handouts; contact lists for follow- up questions.

- Prepare talking points. Share with all staff attending the meeting. Also be prepared for other questions that may be asked, and how NPS is going to respond to those questions that evening. Suggest all other questions be directed to the PIO at the meeting, and they can be sure that the media gets a reply.

Prep for Event / During Public Meeting:

- Assign an NPS staffer to coordinate the media (a PIO if attending the meeting). This person will serve as the escort, and will help them in any capacity they need, and will guide the media for interviews, etc.
- Designate a spokesperson that will take the lead talking to the media about what we are doing here, etc. and make sure all staff knows who this person is. Share these talking points with all staff so there won't be any conflicting messages if media talks with other staff
- Have press kits ready to distribute
- For those meetings with NPS officials making statements, if they are using a sound system, consider allowing the media be able to tap into that equipment.
- Check with the location before the time of the meeting about some things the media may ask you, such as media parking, satellite truck parking, availability for audio feeds, etc.
- Identify quiet side space where media may interview NPS public figure.

Directional signs, blank posters with banner, and staff nametags can be downloaded on the website <http://inside.nps.gov/waso/custommenu.cfm?lv=2&prg=62&id=5258> along with the inspirational and PEPC videos.

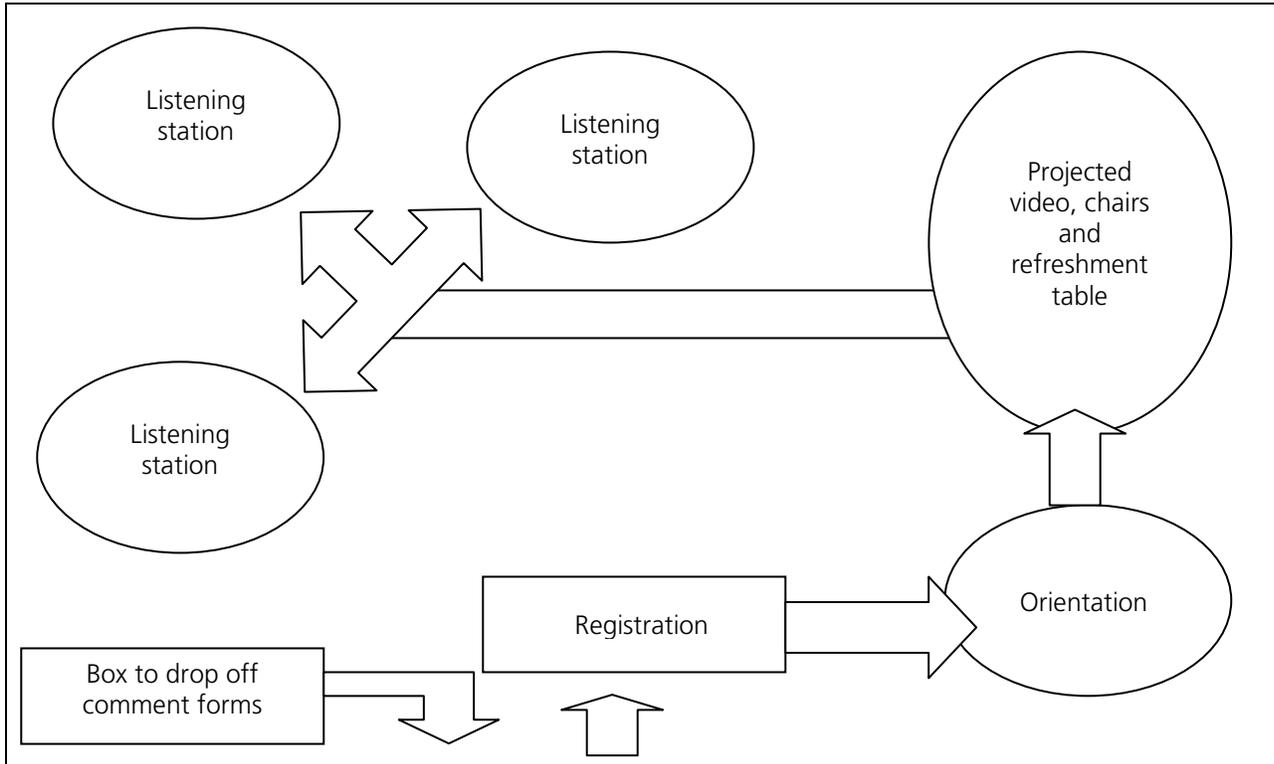
Type of Space

Suggested Room Characteristics

- Large open room in an easy- to- find facility
- Plenty of wall space to post completed flipcharts at the listening stations. If wall space is not available or you cannot post completed flipcharts on the walls, other methods such as using extra easels, portable bulletin boards, clothesline and pins, etc. may be used.
- Chairs for each station as well as others spread around the room to encourage people to stay and talk

Sample Room Setup

This exact setup will only happen in an ideal world. You will probably need to modify this to fit your room's characteristics. Use your imagination and common sense. Be sure to allow enough time for setting up the room. Arriving about an hour or so before the meeting time should give you enough time to move chairs and tables, set up the listening stations, hang the wall charts, find all the things that are supposed to be there (but often are not), set up the computer, screen and projector (if being used), and still catch your breath before people start arriving.

FIGURE D.2: SAMPLE ROOM SETUP

Meeting Set-up

Organization of Stations

Open houses are typically held in large open rooms with space for a variety of stations. The decision on how to organize the stations depends upon whether you expect the focus of the meeting to be on alternatives or topics. The stations can be arranged in different ways, such as around specific topic (e.g., natural resources) or question, or by alternative. Under this approach all conversation at each station would be directed toward that particular topic or question. Alternatively, each station could be an open forum with no assigned topics or questions. People could be directed to join a group whose conversations interested them the most or they could be directed to the smallest group so that group sizes remain relatively constant. This option would also allow for the setup of additional listening stations if the attendance is large and additional listening stations would allow for more opportunity for participation.

Each station is staffed by knowledgeable staff. Interested people can drop in at any time during an announced time period. When people arrive at the meeting, welcome them explain the format of the meeting and encourage them to circulate among the stations and to engage in conversation with NPS staff or other open house participants. They can just listen, ask questions, or give comments. They may choose how much time they spend at listening stations and how much they interact based upon their level of interest in a particular topic. People can walk from station to station, engaging in conversation with NPS staff and other meeting participants, form discussion groups, or just interact informally. People come and go

at will. Comments from participants may be collected in a number of ways including flipchart notes, verbatim transcript (by person dictating to a court reporter or NPS staff person at computer), or by filling in the response form in the handout.

Some open houses have scheduled overview presentations at set points during the open house; others choose to keep the groups small and focused on the stations. What you do depends upon your goals for the meeting. The park staff's past experience in public involvement could help you make the decision on how to structure the open house.

Supplies

The meeting leader needs to make sure the following items are on hand:

- Supply box
- Directional arrows (signs)
- Sign- up sheets, pencils and/or pens (to keep the sheets from blowing around, tape them to the table)
- Wall charts and posters: maps, graffiti wall paper (butcher paper)
- Exit poll (how did they hear about these open houses?)
- Handouts: Comment response forms, park brochures, newsletters, Q&A sheets, fact sheets.
- Computer, projector, and screen if appropriate

Posted throughout building:

- Directional signs

In room or just outside door:

- Large (4' × 5') NPS banner
- Trash receptacles for beverage cups and napkins

At registration table:

- Table and chairs for greeters
- Handouts
- Poster—“Welcome”

At orientation station:

- A few chairs and a table
- Copies of handouts
- Posters
 - “We want to hear your ideas about”
 - Map of the park

At projected video/refreshments station (if applicable):

- Computer, projector, screen, extension cord, tape to cover extension cord, video presentation loaded on computer with DVD backup
- Chairs
- Copies of the handouts
- Decide who will be responsible for procuring the refreshments and bringing needed supplies. Coffee/water/cookies or something similar (coffee urn, supplies, cups, sweetener, stirring sticks, napkins (refreshments may be combined with orientation station or placed between the orientation station and the video viewing area—determine what works best for your space)

At listening stations:

- 1–2 flipchart easels and flipchart paper
- Wall space or other option identified to display completed flipchart paper during listening session
- Tape (blue painter’s tape does generally does not damage walls)
- Water based markers in darker colors (stay away from red, yellow, orange, and pink except to highlight something). Water based markers do not bleed through paper, do not have an objectionable odor, and do not squeak while you write and stray marks are washable. Mr. Sketch brand markers work well.
- Copies of relevant handouts
- 5–10 chairs — may want more if expect large crowd or have extra chairs available nearby.
- Easel and sign indicating the question under discussion
- Poster “Listening Station” at each listening station

At the Exit:

- 1–2 tables and several chairs for people to use if they want to sit and complete their handout prior to leaving the meeting.
- Box clearly identified for receiving completed comments on the handout.
- Poster — “Thank you for participating”

Staffing Needs and Roles

Staffing requirements will vary based upon the size of your venue, expected participation, and staff available to help. Staff should be clearly identifiable whether in uniforms (meeting coordinator decision) or wearing easy-to-read nametags, vests, ball caps, or some other distinctive look. Generally you will need the following:

Setup:

- Will be accomplished by the staff working the meeting.

Floater Role:

- Circulate among the stations having light or in- depth conversations as they encounter people
- May want to begin evening near the video to welcome people and encourage them to actively participate in the listening sessions.
- Media public statement and/or interviews.

Unassigned Additional Staff:

These staff could float and pitch in to help where ever the need becomes obvious—such as adding chairs to listening stations, helping to direct people, etc.

Registration table:

Staff:

- 2–3 people

Role:

- Welcome people,
- Get them signed in (request they print their information so that it is legible),
- Answer very basic questions
- Send them to the orientation session (if applicable)
- Thank people for their participation as they leave the room

Orientation Station

Staff:

- 1–2 people

Role:

- Set the stage for participants on what we are looking for and how the meeting is organized. There are several ways to give us information—small group discussions, comment form, website, or one- on- one discussions with staff at the listening session.
- Invite people to view the video presentation prior to joining the listening sessions and to help themselves to the refreshments (if available).

Video Station (if applicable)

Staff:

- 1 person

Role:

- Operate the computer/video, answer brief questions, and send people on to listening stations
- Emphasize that the order they attend the listening stations may be random and is completely up to them

- Mention that discussions are being recorded on flip charts and they may want to spend a few minutes reading what the group has discussed prior to their involvement with the group

Listening Station

Staff (per station):

- 1 person to facilitate
- 1 person to record comments on a flipchart

Role:

- Facilitator: facilitate the session, ensure everyone has a chance to be heard, if necessary redirect the conversation toward the meeting purpose, and ask probing questions if the group goes quiet.
- Recorder: record the group's conversation. This person should be able to listen to the conversation and capture the essence of what is said, and be able to write fast and legibly.

Some Things to Expect

- People may circulate at their own pace, joining the conversation at each station as they desire. This allows many more people to “be heard” and to share their interests and concerns than in a more formal setting.
- People will not space themselves out evenly throughout the open house. They will come in waves and everything will seem frantic, and then it may be quiet. The meeting will probably start slowly and will be slow again toward the end. Retired people tend to show up in the afternoon, working people tend to show up just before or soon after the dinner hour. Some people will come, say very little, and then go away. A few people will come and stay all evening.
- Most people will be polite and friendly, a few may be confrontational.

Tips for Greeters

- Welcome people as they enter. Ask them to sign in (ask that they print clearly so the typist can read their name and address, and so that we can keep them informed).
- Explain how the open house format works. Explain the Park Service is hosting the meetings. Reiterate that we are offering the public a chance to participate in the GMP to maximize the public's valuable time. There are several ways that they can give us information — e.g., small group discussions, comment forms, recording devices, graffiti wall, computer terminals.
- Give everybody a copy of the comment form — encourage him or her to read it, because it may answer some of their questions and stimulate ideas. You may also want to prepare a handout outlining most frequently asked questions and answers.
- Be sure attendees tell us how they learned about the open house by filling out the exit poll before they leave.
- Thank them for taking the time to come and talk with us.

Facilitation Tips for Station Leaders

- Primarily, we are looking for two kinds of information from the public: things about the park that they like and don't want to see changed; and problems they believe we need to solve. During alternatives we are looking for elements they support and those they don't — and why.
- We are there to listen, not to defend park decisions, NPS policies, or the planning process. If people complain about something, ask them what they would like to see happen instead and record it.
- People often ask questions instead of offering opinions or concerns. Respond to a question like “What is the park going to do about overcrowding at the dock?” with something like, “What would you like to see us do about crowding at the dock, and how has it affected your enjoyment in the past?”
- People often offer solutions instead of problems. For example, if someone says, “The park needs a bigger boat dock.” Ask, “Why do you think we should have one? What problems are associated with the existing dock?”
- When people are angry, one good way to help diffuse the anger is to acknowledge it with a comment like “I can tell you are really angry about this,” or “You obviously have very strong feelings about this, tell me how you would like to see it solved.” People will usually calm down and talk to you about their concern so we can understand their issue.
- Accept and record all comments — even if they seem outside of the scope of the plan — with one exception: Do not record offensive comments about other users or park staff. (Instead, try to find the issue behind these feelings.) People are entitled to their opinions, and we are there to listen. You can accept comments noncommittally with: “Thank you for that information,” or “OK, let's write that down,” or “So, what would you like to see happen if...” If someone is particularly animated, don't paraphrase their remarks — write them down verbatim or ask them to write them on a comment form in their own words.
- Check in with your recorder to ensure they are getting the comments recorded. You may have to slow the group down a bit so the recorder can keep up.
- If you are asked a question to which you do not have an answer, it is OK to say “I don't know.” Refer the person to someone who does have the answer, or offer to take their name and address and get back to them. (You could carry a few 3x5 cards in your pocket for this purpose.)
- If a conversation at a listening station seems to be dragging a bit or has become unfocused, or a citizen seems hesitant about providing comments, the facilitator may want to try some brainstormed questions to stimulate ideas or get the conversation back on track, such as:
 - What kinds of things should be available (for you/your children/families/groups) to see and do?
 - What kinds of services and facilities should be available that perhaps we don't have today?

- What have been some of the most important experiences in the park for you, your family, and friends? What kinds of things should we continue in the future? What should we change or discontinue?
- Think about people you know who don't currently visit the park or who don't know that much about it. What kinds of activities and services might they enjoy (or encourage them to visit)?
- How can we make it easier to visit the park? To plan trips?
- What, if anything, do you like about this alternative? How would you modify it to make it better?
- Which elements in this alternative should not be included in the NPS preferred alternative?
- Which issues should the National Park Service focus on — and why?

Recording Tips

- Comments are easier to read if you write with the broad side of the marker, print in upper and lower case, and alternate marker colors from comment to comment.
- Print legibly and clearly. If possible, hang sheets up on the wall (or if you can't hang on the wall, devise some other method) so people can see what others have said.
- Capture complete ideas so that a few days from now, you will still know what the notes mean.
- If the conversation is proceeding faster than you can record, it is alright to ask the facilitator to “hold that thought” while you complete recording the last conversation.
- Record emotions (angry, happy, worried), and don't fall into the trap of notes like “concerned about this” — do they want more trails, fewer trails, wider trails, no trails?
- Number your flipchart sheets and the topic for your station as you go.
- After the meeting, gather all your note sheets, write your name and the facilitator's name on them (so a typist can get back to you if they can't understand something), roll the sheets up and identify the roll with the date and meeting location. Deliver them to the open house coordinator.

D.5.c After the Meeting

First of all, take a deep breath and celebrate the successful completion of the meeting. This is hard work.

Team Debrief

Take a few minutes, while everything is still fresh in your mind to answer a few questions:

- What did we do that went well and what did we learn?
- What could we have done better for future meetings?

Transcribing Flipchart Notes

- Assign a person to be responsible for transcribing the flipchart notes.

- Keep the original flipcharts until the analysis is complete in case of data corruption.

Steps for entering comments into the Planning, Environment and Public Comment (PEPC) system:

Please use the following steps to enter your flipchart notes, comment forms, video or other transcript or recorded comments into the PEPC system for analysis.

All new and existing PEPC users should contact shannon.kruse@nps.gov before entering comments so that a username and password can be assigned or the correct role can be added in PEPC.

When possible, please distinguish clearly between questions within the comment text you are entering. Refer to correspondence 146, 157, or 198 as good examples.

If you are entering a transcript or court reported comments, you do not need to separate out the comments by commenter. You can simply enter the entire transcript into one correspondence, distinguishing by question when possible.

- Open PEPC by navigating to <https://pepc.nps.gov/>.
- Enter your username and password as assigned, and click on the appropriate project ID for the GMP.
- On the left navigation menu, click on ‘Step 7 – Public Documents & Comment Analysis.’
- Click on the appropriate document.
- Under Step 7 on the left navigation menu, click on ‘Correspondence.’
- Click on ‘Enter Correspondence’ on the top right portion of your screen.
- Note: Fields with a red asterisk (*) are required to save your correspondence.
- First and Last name fields:
 - Individual comment forms – Enter as provided by the commenter. If a first or last name were not provided on your comment form, check the ‘unknown’ box since these fields are required.
 - Flip chart or other compiled comment entries that do not have names identified:
 - First name — Enter the location your meeting occurred in
 - Last name — Enter “Oral Comment”
- If your comments are from an NPS meeting, please change the Organization Type to “E – NPS Employee.” Otherwise, internal comments may be compiled at the region level.
- Address – If provided on your individual commenter form, enter that person’s address. Otherwise enter “unknown”
- City, state, zip — Enter the city, state, zip of the session location unless provided by the individual. Otherwise, enter “unknown” for all these fields.
 - Country – Choose US unless otherwise provided
 - Under Correspondence Information,

- Select the correspondence type:
 - ‘park form’ for hardcopy comment forms
 - ‘other’ for flipchart notes
 - ‘transcript’ for dictation or video- taped comments
- Enter the date of your meeting under the ‘date received’ field unless the comment was received on another date.
- Enter other information in the ‘Notes’ field as necessary (e.g., Question, location of meeting if not otherwise entered)
- Copy and paste or type your comment into the ‘correspondence text’ field. (Formatting such as bold, italics, underline etc. are not supported.)
 - If you received hardcopy comments, you can scan them as a text file and copy and paste that text into the correspondence text field.
- SAVE your work by clicking ‘Save’ on the top or bottom of the correspondence screen.

D.6 ADDITIONAL SOURCES OF INFORMATION

NPS Sources (General)

Director’s Order #75A: Civic Engagement: <http://www.nps.gov/policy/DOrders/75A.htm>

Civic Engagement: <http://nps.gov/civic>

Northeast Region, Rivers, Trails and Conservation Assistance Program:
www.nps.gov/phso/rtcatoolbox/

Historic Preservation Planning Program, public participation:
www.cr.nps.gov/hps/pad/PlanCompan/PublicPartic/index.html

Superintendent’s Guide to Public Affairs (rev. May 2001):
<http://classicinside.nps.gov/programs/divisioncustommenu.cfm?menuid=1987&div=27>

Other Federal Agency Sources

U.S. Department of Energy, Office of Intergovernmental and Public Accountability,
How to Design a Public Participation Program, by James L. Creighton.

Advisory Council on Historic Preservation, *Guidance on Section 106 of the National Historic Preservation Act:* www.achp.gov/usersguide.html

Council on Environmental Quality (CEQ), CEQ NEPA Guidance:
<http://ceq.eh.doe.gov/nepa/regs/guidance.html>

Environmental Protection Agency, Public Involvement website:
<http://www.epa.gov/publicinvolvement/>

U.S. Fish and Wildlife Service, 2001, *A Handbook for Outreach:*
http://training.fws.gov/library/Pubs/outreach_handbook01pdf.pdf

U.S. Forest Service, Public Involvement website: <http://www.fs.fed.us/forum/pi/>

Nonfederal Sources

International Association for Public Participation: <http://iap2.org>

National Policy Consensus Center, *Building Trust*:
http://www.keystone.org/Public_Policy/Building_trust.pdf

University of Virginia's Institute for Environmental Negotiation, The Wilderness Society, and National Audubon Society, *Collaboration: A Guide for Environmental Advocates*: http://www.virginia.edu/ien/docs/collaboration_part1.pdf

Public Involvement and Partner Tools and Techniques

NPS Rivers, Trails and Conservation Assistance Program, *Community Tools*:
<http://www.nps.gov/phso/rtcacoolbox/>.

Federal Highway Administration, Innovations in Public Involvement for Public Transportation Planning: <http://ntl.bts.gov/DOCS/trans.html>

Federal Highway Administration, Public Involvement Techniques for Public Transportation Decision-making: <http://www.fhwa.dot.gov/reports/pittd/cover.htm>

International Association of Facilitators:
<http://www.iaf-world.org/i4a/pages/index.cfm?pageid=1>

IPAP Public Participation Toolbox: <http://iap2.org/practitionertools/toolbox.pdf>

Municipal Research and Services Center of Washington, *Public Hearing: When and How to Hold Them*: <http://www.mrsc.org/focuspub/hearings.aspx?r=1>

Native American Consultations

Information on Native American Tribes, Alaska Natives, and Native Hawaiians can be found at the following websites:

<http://www.cr.nps.gov/hps/tribal/index.htm>

<http://www.cr.nps.gov/nagpra>

NPS American Indian Liaison Office:

<http://classicinside.nps.gov/programs/division.cfm?div=20&page=home> (intranet)

<http://www.nps.gov/history/ailo/ailohome.htm>

National Association of Tribal Historic Preservation Officers, 2005, *Tribal*

Consultation: Best Practices in Historic Preservation:

http://www.nathpo.org/special_projects-Best_Practices.html

Intermountain Region. 1997. "American Indian Consultation Guide Book and Directory."

American Planning Association, 2000, *Useful Public Meetings: A Practical Guide* (Chicago). Available through <http://www.planning.org>.

Department of Energy, 2000. "A Guide for DOE Employees. Working with Indian Tribal Nations."

<http://www.em.doe.gov/pdfs/tribal.pdf>

FACA

NPS Guide to the Federal Advisory Committee Act (2005):

<http://www.nps.gov/policy/DOrders/facaguide.html> General Services Administration,
Advice and Guidance on FACA:

http://www.gsa.gov/Portal/gsa/ep/contentView.do?contentType=GSA_OVERVIEW&contentId=9755&noc=T

Federal Advisory Committee Management, Final Rule, 41 CFR 101- 6 and 102- 3.
Federal Register 66(139), July 19, 2001, 37727–50:

http://www.gsa.gov/gsa/cm_attachments/GSA_DOCUMENT/FACAFinalRule_R2E-cNZ_0Z5RDZ-i34K-pR.pdf

Director’s Order #75A, “Appendix C: The Federal Advisory Committee Act.”

D.7 EXAMPLES OF PUBLIC INVOLVEMENT STRATEGIES

Canyon de Chelly: Example of Scoping Methods to Overcome Government, Cultural, and Language Barriers

Canyon de Chelly National Monument, located in northeastern Arizona, is situated entirely on Navajo Nation tribal trust lands. Roughly 40 Navajo families reside within and along the rims of the Canyon. Although the NPS administers the monument, the NPS and the Navajo Nation share many resource responsibilities and face mutual issues that frequently cross administrative boundaries. These unique factors required the GMP scoping efforts to include meetings with representatives of various Navajo Nation governmental departments (i.e. Parks and Recreation, Historic Preservation, Environmental Protection), meetings at local Navajo chapter houses in Chinle and nearby communities, other governmental agencies (i.e. Bureau of Indian Affairs, Natural Resources Conservation Service), and meetings with the general public in Chinle, Tsaile, Window Rock, Gallup, Farmington, and Flagstaff. Equally important were a series of meetings that the park held specifically with the resident canyon community.

From these scoping meetings, the GMP team was informed how the lack of useable water, erosion, and the spread of non-native vegetation (Russian Olive and tamarisk trees) threaten the watershed and ultimately the traditional Navajo way of life within the canyons. Conflicts between efforts to retain the privacy and livelihoods of canyon residents while accommodating increasing visitation and commercial tour operations pose additional challenges for the park and GMP planners. A summary of the responses received from the scoping meetings is presented in the August, 2004 GMP newsletter

Among the obstacles encountered by the GMP team during the Canyon de Chelly scoping process were having to gain familiarity with (and appropriate/timely access to) the multiple levels of the Navajo Nation tribal government with its inherent bureaucratic structure. Meetings and communication with different representatives at different times were sometimes necessary within a single department, and it was not uncommon to have widely divergent views expressed by different departments and representatives. Cultural and language differences sometimes hampered effective communications. But these differences were not insurmountable. The Park Service acknowledged the authority of the Navajo Nation to address issues in the monument and showed a willingness to be open, to listen to what the Navajo people were saying, and to recognize that the park and tribe had mutual concerns. The planning team focused on the key issues that were of concern in the park and did not get involved in tribal politics or support one faction over another. The team met several times with lots of people.

The willingness of the GMP team to listen to and reach out to the Navajo Nation in attempts to resolve issues of mutual concern were well-received. The park’s meetings with the resident canyon community were particularly effective, and community members frequently expressed their appreciation that the NPS was willing to strengthen its ties with the community and actively respond to their issues. At these meetings, Navajo NPS employees often translated for those community members who spoke only Navajo, which further helped build trust and rapport.

The biggest success to date has been on a watershed initiative, which the NPS facilitated. The future of the watershed is a key issue for local residents, the Navajo Nation, and the Park Service. A group of NPS employees studied the watershed for a week and the Park Service took concrete steps to implement many of the recommendations of the study group. Working with local residents and the tribe, the Park Service has started to address several key problems facing the watershed, including the spread of nonnative species and the control of erosion.

Blue Ridge: Example of Scoping Methods to Overcome Distance Barriers

The linear nature of the Blue Ridge Parkway—469 miles through 29 counties and two states—is a considerable challenge when trying to accomplish meaningful scoping within a limited budget. Some of the best ways of getting GMP scoping input from the general public was through newsletters with mailback comment forms. To help improve the breadth of public participation, we made the newsletter available at the park's many visitor contact stations. Also, the park offers a brochure at the contact stations that invite people interested in the GMP to be added to the mailing list (mailback postcard). For internal field staff scoping meetings as well as public scoping meetings, a way to stay efficient and meet our goals was to split the team up, each half facilitating meetings in or near either the Virginia or North Carolina half of the park, and then meeting back at headquarters to debrief. For meetings with the planners from the 44 municipal, state, and county jurisdictions, we kept the demands on their limited time and travel budgets to a minimum by piggybacking on the agenda of previously scheduled regional meetings. For scoping meetings with regional natural, cultural and transportation experts, we identified a hotel at a driving "mid-point" along an interstate that was approximately equidistant and no more than a 2 -3 hours drive for the majority of the participants. This allowed them to arrive mid-morning and depart mid-afternoon. The park arranged for a local caterer to prepare box lunches. As a result we were able to obtain a high turnout of participants and about 4 hours of scoping input for each group over a 3 day period.

Biscayne Public Involvement

To accommodate a variety of communication styles, an open house format was used at public scoping meetings held in 5 different cities. The superintendent gave 2 brief presentations during each 5-hour time-period to inform the public about the park and the need for a general management plan.

The meeting room was arranged into stations according to topics including natural resources, cultural resources and visitor experience. Each station was staffed with a park staff member who was paired with a Denver Service Center team member. Meeting attendees were encouraged to ask questions at these stations and have their comments recorded on flip charts.

Attendees also could give written comments by submitting comment forms or writing in a notebook or on a graffiti wall. Additionally, they could comment using an audio or video recorder.

Other government agencies (city, county, state, and federal) that might have overlapping, concurrent, or adjacent jurisdiction were invited to participate in 3 planning sessions. These included an introductory group session where agency representatives learned about the other entities' missions and roles, and shared obstacles and challenges.

In the second session, agencies identified mutual goals, and discussed strategies to achieve these goals together. The third meeting involved discussion of NPS alternatives for managing Biscayne and responding to suggested modifications by the other agencies.

Also focus groups met on a one-time basis to voice concerns and offer comments.

Three newsletters were distributed to the general public, other agencies, congressional delegation, and non-governmental organizations to provide information about the planning process and to request public input. The newsletters also were posted on the park's website and allowed for comments to be submitted electronically.

At the beginning of the GMP planning process, park staff organized a tour to familiarize members of the media with the park's resources and visitor opportunities. Press releases and advertisements were used to announce and invite people to the public meetings. Throughout the planning process, park staff members met with newspaper editorial boards, appeared on various radio and television programs and gave presentations when invited to various organizations' meetings.

Other NPS Examples of Public Involvement Strategies and Plans

Public Outreach Management Plan for the Comprehensive Everglades Restoration Plan:
http://www.evergladesplan.org/pm/progr_outreach_plan.cfm

The Mary Orton Company, 2002, "Grand Canyon National Park, Colorado River Management Plan Revisions, Public Involvement and Media Relations Plan."

Saguaro National Park, "Public and Partner Involvement Strategy and Saguaro Staff Participation Plan."

D.8 STANDARD TEXT ON THE RELEASE OF PERSONAL IDENTIFYING INFORMATION ON PUBLIC COMMENTS

The Department of the Interior requires all *Federal Register* notices that request public comments to include the following text (see the *Departmental Manual (DM)* 318). This text should also be included in all draft NPS documents and newsletters where the public is being requested to provide comments:

Before including your address, phone number, e-mail address, or other personal identifying information in your comments, you should be aware that your entire comments, including your personal identifying information, may be made publicly available at any time. While you can ask us in your comment to withhold your personal identifying information from public review, we cannot guarantee that we will be able to do so.

Please note that this text will change periodically. Any question on the latest approved text should be directed to the NPS *Federal Register* liaison.

D.9 HELPFUL IDEAS AND TIPS FOR PUBLIC INVOLVEMENT IN GMPs

The following tips were generated by the park staff for the Sleeping Bear National Lakeshore GMP/Wilderness Study. The tips were taken from a powerpoint presentation, which can be found on the planner's chat web site at <http://classicinside.nps.gov/documents/NPSPlannersChat06-18-2009.pdf>.

- Keep the mailing list organized and trackable throughout the planning process
- Develop a list of "key contacts;" provide personalized cover letters to the key contacts with each phase of planning documents
- When mass mailings (newsletters, documents) are being distributed, send the mailings to the key contacts first.
- Provide briefings to congressional offices prior to each release of the next phase document

- For a park web site:
 - keep it current
 - on the front page provide a link to the PEPC public site to make it easier for the public to access PEPC
 - develop frequently asked questions for the GMP and the park in general
 - post thank you letters from the superintendent
 - post planning updates and press releases
 - identify locations and times for public meetings
 - provide clarifying information as appropriate
 - provide a summary of public meetings and public comments
- Throughout the process seek out meetings with the opposition
- Make yourself available to meet with all organizations — anytime
- Hold meetings with key groups, including congressional delegation, tribes, state and local government officials, U.S. Fish and Wildlife Service, and state historic preservation officer
- Solicit employee input; conduct an all- employee meeting(s) before public meetings
- Public workshops can help the public understand the planning process, and having people with differing points of view sit at the same table can help them understand the difficulty in developing acceptable alternatives

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