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PUBLIC INVOLVEMENT, INCLUDING SCOPING

Prior to the official start of this planning process, the National Park Service held 35 meetings with 793 people, increasing the awareness of the wilderness situation at the National Lakeshore and hearing from the public their preferences for resolution. Primarily as a result of these meetings, the National Park Service decided to begin a new general management planning process that included a *Wilderness Study*.

The public was notified of this Sleeping Bear Dunes planning effort via: (1) a *Federal Register* notice of intent, dated December 28, 2005, to prepare an environmental impact statement; (2) distribution of the first newsletter for this effort in January 2006; and (3) a press release announcing a public comment opportunity, including public scoping meetings for the general management plan.

Newsletter 1, issued in January 2006,

- introduced the concepts of general management plans and wilderness studies
- outlined preliminary issues and concerns for the planning effort
- provided a general timetable for development of the *General Management Plan / Wilderness Study / Environmental Impact Statement*
- provided draft purpose and significance statements
- invited the public to participate in the planning process by providing comment
- provided a comment form and website link to facilitate public comment
- invited the public to attend scoping meetings for the *General Management Plan / Wilderness Study / Environmental Impact Statement*

Scoping is an early and open process for determining the scope of a proposed action or project and for identifying issues related to the project. During scoping, NPS staff provide an overview of the project, including purpose and need and preliminary issues. The public is asked to submit comments, concerns, and suggestions relating to the project and preliminary issues.

A public comment period was open from January 30 to March 17, 2006. Public scoping meetings (open-house style) were held on February 14 and 15, 2006, in Empire and Traverse City, Michigan, respectively. A third meeting scheduled for February 16 in Benzonia, Michigan, was postponed until March 2, 2006, due to adverse weather conditions. Meetings with NPS employees were also held. The main purpose of the comment period and meetings was to introduce the planning process and gather ideas about what the plan should address. Frequently asked questions and answers were posted on the Lakeshore's website and were updated throughout the planning process. Nearly 150 people attended the three scoping meetings. More than 300 written comments were received in response to *Newsletter 1* and at the public open houses. A summary of public comments was posted on the Lakeshore's website in May 2006.

Newsletter 2, issued in April 2006,

- summarized public scoping comments
- answered frequently asked questions
- presented the draft foundation for planning and management — the purpose and significance statements (revised); the fundamental resources and values; the primary interpretive themes; and special mandates
- provided a planning steps/timetable update
- invited the public to participate in the planning process by providing comments

- provided a comment website link to facilitate public comment
- invited the public to attend public planning workshops

A public comment period, including three public planning workshops, was announced in *Newsletter 2* and in a press release. The comment period was open from May 22 to July 7, 2006, and the workshops were held in Traverse City, Michigan, on June 20 and 21, 2006. An NPS employee workshop was also held. The purpose of the comment period and workshops was to gather input about how to manage the National Lakeshore. In total, about 70 people participated in the public workshops, and 25 additional written comments were received via mail, email, and the NPS' PEPC (Planning, Environment, and Public Comment) system. This input was used to develop alternative management concepts and draft management zones. A summary of public and staff comments was posted on the Lakeshore's website in September 2006.

A press release explaining and clarifying the wilderness situation at the National Lakeshore was issued in July 2006.

Newsletter 3, issued in October 2006,

- briefly summarized the June public planning workshops
- presented draft management zones and alternative management concepts
- provided a wilderness study update
- presented draft desired conditions for the National Lakeshore
- provided a planning steps/timetable update
- invited the public to participate in the planning process by providing comments
- provided a comment form and website link to facilitate public comment

A public comment period was open from October 11 to November 10, 2006. The main purpose of the comment period was to introduce the alternative management

concepts and gather ideas about the draft management zones, the alternative management concepts, and desired future conditions. More than 200 written comments were received in response to *Newsletter 3*. A summary of public comments was posted on the Lakeshore's website in February 2007.

Newsletter 4, issued in April 2007,

- briefly summarized public comments on *Newsletter 3*
- presented refined management zones
- presented four preliminary alternatives based on the alternative concepts from *Newsletter 3*
- provided brief informational sections on wilderness and user capacity
- provided a planning steps/timetable update
- invited the public to participate in the planning process by providing comments
- provided a comment form and website link to facilitate public comment
- invited the public to attend public meetings

A public comment period, including three public meetings, was announced in *Newsletter 4* and in a press release. The comment period was open from March 31 to May 14, 2007. Three public meetings were held in Honor, Glen Arbor, and Traverse City, Michigan, on May 1, 2, and 3, 2007, respectively. Meetings with NPS employees were also held. The purpose of the comment period and the meetings was to gather comments on the preliminary alternatives and what should be included in the preferred alternative. About 200 people participated, and more than 400 written comments were received. A summary of public comments was posted on the Lakeshore's website in August 2007.

National Lakeshore staff conducted an extensive public involvement and outreach program during the planning process. By the time of printing, NPS staff had held more than 60 informational meetings for the general

public and with dozens of groups or representatives (see list below) upon their request.

- Benzie County Commissioners
- Benzie County Kiwanis Club
- Benzie County Road Commission
- Benzie Fishery Coalition
- Benzie Rotary Club
- Benzie Sunrise Rotary Club
- Cherry Capital Paddling Club
- Citizens for Access to the Lakeshore
- Citizens' Council for Sleeping Bear Dunes
- Cleveland Township
- Conservation Resource Alliance
- Crystal Lake Watershed Association
- Empire Lions Club
- Frankfort Rotary Club
- Friends of Sleeping Bear Dunes
- Glen Arbor Community Forum
- Grand Traverse Band of Ottawa and Chippewa Indians
- Golden K Kiwanis Club
- Interlochen Public Radio
- Leelanau Chamber of Commerce & Businesses
- Leelanau County Commissioners
- Leelanau County Planning Commission
- Leelanau County Road Commission
- Leelanau Rotary Club
- Manitou Islands Memorial Society
- Michigan congressional delegation
- Michigan state historic preservation officer
- Michigan Department of Natural Resources
- Michigan Department of Environmental Quality
- Michigan Land Use Institute

- Manitou Island Transit
- National Parks Conservation Association
- Natural Resource Conservation Service
- Noon Tiders
- Platte Township
- Preserve Historic Sleeping Bear
- Republican Women of Leelanau County
- Rotary Club of Traverse City
- U.S. Fish and Wildlife Service
- WTCM 580 Radio

Newsletters were available online, as were other documents related to this planning effort (e.g., public comment summaries, frequently asked questions, letters, and planning updates from the superintendent). *The Draft General Management Plan / Wilderness Study / Environmental Impact Statement* is also available online. An interactive web forum related to the planning effort was begun in March 2007 and remains active. A press release was sent to media outlets on March 21, 2007, announcing the web forum and encouraging the public to share their thoughts and ideas in a public way. An NPS moderator interacted with forum users, answering questions and facilitating open discussions for all to see.

Using input from the public and considering the probable environmental consequences and costs of the alternatives, the planning team developed the preferred alternative. This *Draft General Management Plan / Wilderness Study / Environmental Impact Statement* was then produced and distributed for public review. The public input process continues as review and comments on this draft plan are welcomed. The mailing list for this document includes nearly 2,400 individuals and groups.

CONSULTATION AND COORDINATION TO DATE WITH OTHER AGENCIES, OFFICES, AND TRIBES

FEDERAL AGENCIES

The National Park Service contacted the U.S. Fish and Wildlife Service (USFWS) in a letter dated February 16, 2006. The letter advised the U.S. Fish and Wildlife Service of the NPS planning process for this *General Management Plan / Wilderness Study / Environmental Impact Statement* and requested a current list of federally listed threatened, endangered, or candidate species within the National Lakeshore. The U.S. Fish and Wildlife Service responded in a letter dated March 21, 2006; the response letter included a list of such species found within Leelanau and Benzie counties. On March 27, 2007, National Lakeshore managers met with USFWS representatives to discuss the planning process.

In subsequent communications, Lakeshore staff sought advice from the U. S. Fish and Wildlife Service regarding how to fulfill NPS responsibilities for complying with Section 7 of the Endangered Species Act. On September 26, 2007, the two agencies agreed that a biological assessment should not be prepared in association with this *General Management Plan*. A general management plan is broad and strategic in nature (rather than a “major construction activity,” which is the usual trigger for preparation of a biological assessment). Details about many individual proposals mentioned in the *General Management Plan* alternatives, such as trail development and facility improvements, have not been yet been determined; project specifics that allow more meaningful impact assessment would be detailed in subsequent implementation plans. The National Park Service will continue to consult with the U. S. Fish and Wildlife Service in the future on a project-by-project basis concerning the need for additional Section 7 consultation. The

letter from the U. S. Fish and Wildlife Service is reproduced in appendix F.

The environmental consequences portion of this document (chapter 5) provides, to the extent possible, a *general* analysis of potential impacts on federally listed species and critical habitat for all alternatives, and for the preferred alternative a determination of effect is also provided. The U. S. Fish and Wildlife Service has advised the National Park Service that the EIS analysis fulfills the requirement for a biological assessment and for informal consultation under Section 7 of the Endangered Species Act.

The National Park Service contacted the U.S. Natural Resources Conservation Service regarding prime and unique farmlands in two counties in letters dated May 9, 2006. The Natural Resources Conservation Service replied in a letter dated May 18, 2006. National Lakeshore managers met with a representative from the Natural Resources Conservation Service on May 23, 2006, to discuss prime and unique farmlands and the planning process.

STATE AGENCIES

The National Park Service contacted the Michigan state historic preservation officer in a letter dated February 16, 2006. The letter advised this office about the start of this planning process, asked for its involvement in the planning process, and solicited input on issues and concerns to be addressed by the plan. No written response was received. On March 27 and September 4–5, 2007, National Lakeshore managers met with representatives from the Michigan state historic preservation office to discuss the planning process and historic properties within the National Lakeshore.

The National Park Service contacted the Chief of the Coastal Zone Management Program (Michigan Department of Environmental Quality) in a letter dated May 9, 2006. This office responded with a letter on June 8, 2006. Lakeshore managers met with representatives from the Michigan Departments of Natural Resources and Environmental Quality on April 2, 2007, to discuss the planning process. The Michigan Coastal Zone Management Program will be provided the opportunity to review and concur with the *General Management Plan / Wilderness Study / Environmental Impact Statement*.

AMERICAN INDIAN TRIBES

The National Park Service contacted the following five American Indian tribal groups in a letter dated February 16, 2006: Bay Mills Indian Community, Grand Traverse Band of Ottawa and Chippewa Indians, Little River Band of Ottawa Indians, Little Traverse Bay Bands of Odawa Indians, and Sault Ste. Marie Tribe of Chippewa Indians. The NPS letter advised the tribes of the planning process, invited them to participate in planning, and inquired about the tribes' potential interests and concerns as they relate to the planning effort. No written responses from the tribes were received. NPS staff placed follow-up phone calls to each tribal group on June 14 and July 13, 2006, to make sure the tribal groups received the letters and to ask if they had questions or wished to meet to discuss the planning effort.

On July 18, 2006, Lakeshore managers met with representatives of the Grand Traverse Band of Ottawa and Chippewa Indians to discuss the *General Management Plan / Wilderness Study / Environmental Impact Statement* and other matters of mutual interest. During that meeting, the Grand Traverse Band representatives explained that the other tribal groups had authorized them (Grand Traverse Band) to represent the other tribal groups in the National Lakeshore's planning process. On August 1, 2006, the National Park Service sent a letter to each of the five tribal groups summarizing the NPS understanding of this arrangement. In August 2006, the Grand Traverse Band reviewed the National Lakeshore's draft interpretive themes and provided input to ensure that the statements appropriately reflect values and stories related to American Indian culture and affiliation with the National Lakeshore. Informal comments were received and incorporated. On March 16, 2007, the National Park Service sent a letter to the Grand Traverse Band and an offer to present the preliminary alternatives and answer any questions. On April 10, National Lakeshore staff met with a representative from the Grand Traverse Band to present and discuss the preliminary alternatives. On May 14, 2007, the National Lakeshore received a comment letter from the Grand Traverse Band. The National Lakeshore provided clarification and response in a letter dated May 31, 2007, and requested a follow-up meeting to discuss the Grand Traverse Band's comments in more detail. That meeting was held on June 7, 2007.

LIST OF AGENCIES OR ENTITIES RECEIVING A COPY OF THIS PLAN

FEDERAL AGENCIES

Advisory Council on Historic Preservation
Federal Aviation Administration
Isle Royale National Park
Keweenaw National Historic Park
Natural Resources Conservation Service
Pictured Rocks National Lakeshore
U.S. Army Corps of Engineers
U.S. Bureau of Land Management
U.S. Coast Guard
U.S. Department of Agriculture, Forest Service
U.S. Department of Labor – Occupational Safety and Health Administration
U.S. Environmental Protection Agency
U.S. Fish and Wildlife Service

AMERICAN INDIAN TRIBAL GOVERNMENTS

Bay Mills Indian Community
Grand Traverse Band of Ottawa and Chippewa Indians
Hannahville-Potawatomi Indian Community
Keweenaw Bay Indian Community
Lac Vieux Desert Band of Lake Superior Chippewa Indians
Little River Band of Ottawa Indians
Little Traverse Bay Bands of Odawa Indians
Nottawaseppi Huron Band of Potawatomi
Pokagon Band of Potawatomi Indians
Saginaw Chippewa Indian Tribe
Sault Ste. Marie Tribe of Chippewa Indians

U.S. SENATORS AND REPRESENTATIVES

Honorable Carl Levin, Senator
Honorable Debbie Stabenow, Senator
Honorable Dave Camp, House of Representatives
Honorable Peter Hoekstra, House of Representatives

Honorable David E. Bonior, House of Representatives
Honorable Carolyn Cheeks Kilpatrick, House of Representatives
Honorable John Conyers, Jr., House of Representatives
Honorable Vernon J. Ehlers, House of Representatives
Honorable Dale E. Kildee, House of Representatives
Honorable Joe Knollenberg, House of Representatives
Honorable Sandy Levin, House of Representatives
Honorable Lynn N. Rivers, House of Representatives
Honorable Mike Rogers, House of Representatives
Honorable Nick Smith, House of Representatives
Honorable Fred Upton, House of Representatives

STATE OFFICIALS, SENATORS, AND REPRESENTATIVES

Honorable Jennifer M. Granholm, Governor
State Representative David Palsrok
State Senator Jason Allen
State Senator Dan L. DeGrow
State Senator Michelle McManus

STATE AGENCIES AND COMMISSIONS

State of Michigan
Coastal Management Program
Cultural and Economic Development
Department of Agriculture
Department of Environmental Quality
Department of History, Arts, and Libraries
Department of Natural Resources
Department of Transportation — Traverse City Transportation Service Center

Historian
Historical Center
Historic Preservation Office
Natural Features Inventory
Natural Resources Commission
Water Resources Commission

REGIONAL, COUNTY, AND LOCAL GOVERNMENTS

Almira Township
Benzie Conservation District
Benzie County Administrator
Benzie County Clerk
Benzie County Commissioners
Benzie County Planning Commission
Benzie County Sheriff's Office
Benzie County Road Commission
Benzie County Treasurer
Benzie County Parks and Recreation
Benzonia Township
Bingham Township
Blaine Township Hall
Centerville Township
Cleveland Township
Colfax Township
Crystal Lake Township
Empire Township
City of Frankfort
Gilmore Township
Glen Arbor Township
Grand Traverse County
Homestead Township
Inland Township
Joyfield Township
Kasson Township
Lake Township
Leelanau Conservation District
Leelanau County Administrator
Leelanau County Clerk
Leelanau County Commissioners
Leelanau County Road Commission
Leelanau County Sheriff's Department
Leelanau County Planning Commission
Leelanau County Treasurer
Leelanau Township
Manistee County Commission
Metroparks of the Toledo Area

Northwest Michigan Council of Governments
Northwest Michigan Regional Planning
Platte Township
Solon Township
Spring Township
Suttons Bay Township
Village of Benzonia
Village of Beulah
Village of Elberta
Village of Empire
Village of Northport
Weldon Township

ORGANIZATIONS, BUSINESSES, AND UNIVERSITIES

AAA Michigan
Advocates for Safe Drinking Water and Lakes
Air Foundation
Arts Council of Greater Grand Rapids
Bay Area Transit Authority
Benzie Area Historical Society
Benzie Audubon Club
Benzie County Chamber of Commerce
Benzie Fishery Coalition
Benzie Soil and Water Conservancy
Campaign for America's Wilderness
Cedar Rod & Gun Club
Center for Biological Diversity
Cherry Capitol Paddle America Club
Citizen's Council of the Sleeping Bear Dunes
Area
Citizens for Access to the Lakeshore
Citizens for Positive Planning
Conservation Resource Alliance
Crystal Lake Watershed Association
Crystal Mountain
Eastern National
Empire Area Museum
Empire Lions Club
Frankfort-Elberta Chamber of Commerce
Friends of Sleeping Bear Dunes
Friends of the Crystal River
George Wright Society
Glen Arbor Art Association
Glen Lake Chamber of Commerce
Grand Traverse Audubon Club
Grand Traverse Bay Watershed Initiative

Grand Traverse Conservancy
Grand Traverse Convention and Visitors
Bureau
Grand Traverse Hiking Club
Grand Valley State University
Great Lakes Natural Resource Center
Green Party
Izaak Walton League
Kalamazoo Nature Center
Land Information Access Association
Leelanau Chamber of Commerce
Leelanau Conservancy
Leelanau Democratic Party
Leelanau Historical Society
Leelanau Scenic Heritage Route
Leelanau-Kohahna Foundation
Manitou Islands Memorial Society
Michigan Association of Builders
Michigan Association of Realtors
Michigan Audubon Society
Michigan Chamber of Commerce
Michigan Council of Hostelling International
Michigan Environmental Council
Michigan Historical Council
Michigan Hotel, Motel, and Resort
Association
Michigan Land Use Institute
Michigan Mountain Biking Association
Michigan State University
Michigan Technological University
Michigan Travel Bureau
Michigan United Conservancy
MSU Cooperative Extension Service
MSU Extension
National Parks and Conservation Association
Natural Resources Defense Council
Northern Michigan Environmental Action
Council
Northwestern University
Preserve Historic Sleeping Bear
Public Employees for Environmental
Responsibility
Save Leelanau Farmland!
Shielding Tree Nature Center
Sierra Club
Student Conservation Association
The Biodiversity Project
The Homestead
The Nature Conservancy

The Wilderness Society
Traverse City Chamber of Commerce
Wayne State University
West Michigan Environmental Action
Council
Western Land Exchange Project
University of Arkansas
University of Michigan
University of Nebraska

LIBRARIES

Alpena County Library
Benzie Shores District Library
Beulah Public Library
Glen Lake Community Library
Leelanau Township Library
Leland Township Library
Library of Michigan
Suttons Bay Area Public Library
Traverse City District Library

SCHOOL DISTRICTS

Glen Lake School District
Leelanau School
Traverse Bay Area – Intermediate School
District

HOMEOWNER'S ASSOCIATIONS

Crystal Lake Association
Glen Lake Association
Homestead
Little Platte Lake Association
Little Traverse Lake Association
Platte Lake Improvement Association
Platte River Homeowner's Association

CONCESSIONERS AND IN-PARK BUSINESSES

Blough Firewood
Camp Leelanau-Kohahna
Commission for the Blind

Crystal River Outfitters
Manitou Island Transit
Riverside Canoe Livery
Trading Post

NEWSPAPERS AND MAGAZINES

Albion Pleiad
Ann Arbor News
Antrim County News
Benzie Record Patriot
Booth Newspapers
Cassopolis Vigilant/Edwardsburg Argus
Central Michigan Life
Chelsea Standard
Chicago Sun-Times
Compass Newspaper
County Press
Crains Detroit Business
Crawford County Avalanche
Daily Mining Report
Daily News
Daily Press
Daily Reporter
Daily Tribune
Dearborn Press & Guide
Detroit Free Press
Detroit News
Dowagiac Daily News
Exponent
Ferris State Torch
Flint Journal
Gazette
George Weeks, Columnist
Gladwin County Record
Glen Arbor Sun
Grand Haven Tribune
Grand Rapids Press
Grand Traverse Herald
Grand Traverse News
Grand Valley Lanthorn
Herald-Palladium
Holland Sentinel
Houghton Lake Resorter
Ironwood Daily Globe
Kalamazoo Gazette
Kalkaskian
Lansing State Journal

Leelanau Enterprise
Ludington Daily News
Mackinac Town Crier
Macomb Daily
Manchester Enterprise
Marlette Leader
Metro Times
Michigan Chronicle
Midland Daily News
Mining Journal
Monroe Evening News
Monroe Guardian
Montmorency County Tribune
News-Herald
News-Sentinel
Niles Daily Start
Northern Express
Northwoods Call
Oakland Press
Observer Eccentric
Oceana's Herald-Journal
Penasee Globe
Pioneer Times
P R Newswire
Romeo Observer
Saline Reporter
Spinal Column Newsweekly
State News
Straitsland Resorter
Student Movement – Andrews University
Sturgis Journal
The South End, Wayne State University
The Technical, Kettering University
Times Herald
Town Meeting
Travel & Outdoor
Travel & Outdoor Features
Traverse City Record Eagle
Traverse—The Magazine
View
Voice News
Ypsilanti Courier

RADIO AND TELEVISION STATIONS

BNZ Radio
Voice News
Cadillac Evening News

CHAPTER 6: CONSULTATION AND COORDINATION

Community Calendar, TV

Evening News

Interlochen Public Radio

The Outdoor Network

WBKP

WFUM-Michigan Television – U of M

WGTU/WGTQ 29/8

WGVU

WILX

WJBK FOX-2

WKAR

WLNS NewsCenter 6

WLUC-TV 6

WNEM

WOOD TV 8

WOTV

WPBM-WTON TV 7 & 4

WTCM News

WWTV-WWUP 9 & 10

WZPX TV-43

WZZM TV-13