

# Reaching Out, Reaching In

A Guide to Creating Effective Public Participation  
in State Historic Preservation Planning



U.S. Department of the Interior



National Park Service



Interagency Resources Division



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# Reaching Out, Reaching In

## A Guide to Creating Effective Public Participation for State Historic Preservation Programs

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by

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edited by Susan L. Henry

U.S. Department of the Interior  
National Park Service  
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## TABLE OF CONTENTS

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<p>PREFACE ..... i</p> <p>INTRODUCTION ..... 1</p> <p>SECTION 1. REACHING OUT: CREATING VIABLE PUBLIC PARTICIPATION PROGRAMS ..... 3</p> <p>THE VALUE OF PUBLIC PARTICIPATION ..... 3</p> <p>DESIGNING A PUBLIC PARTICIPATION PROGRAM FOR HISTORIC PRESERVATION PLANNING ..... 4</p> <p>Identifying the Constituency ..... 4</p> <p>Selecting Elements of the Public Participation Program ..... 5</p> <p>Building a Timeline for Public Participation ..... 10</p> <p>Budgeting ..... 12</p> <p>Final Word ..... 12</p> <p>SECTION 2. "PRESERVATION VISION 2000" PUBLIC PARTICIPATION AND THE MARYLAND PLAN ..... 15</p> <p>INTRODUCTION ..... 15</p> <p>The Value of Public Involvement ..... 16</p> <p>DESIGNING THE PUBLIC PARTICIPATION PROCESS ..... 18</p> <p>Workshop Locations ..... 20</p> <p>Identification of Workshop Participants ..... 20</p> <p>Publicity ..... 21</p>	<p>CONDUCTING THE WORKSHOPS ..... 23</p> <p>Workshop Agenda ..... 23</p> <p>Tools and Materials ..... 23</p> <p>Miscellaneous ..... 24</p> <p>Facilitator Training ..... 24</p> <p>Registration ..... 24</p> <p>Presentations ..... 25</p> <p>Group Discussions ..... 25</p> <p>ASSESSMENT OF PUBLIC WORKSHOPS ..... 26</p> <p>LESSONS LEARNED ..... 27</p> <p>SECTION 3. REACHING IN: USING AVAILABLE RESOURCES EFFECTIVELY ..... 29</p> <p>INTRODUCTION ..... 29</p> <p>LIMITED RESOURCES ..... 29</p> <p>HOSTILE AUDIENCES AND INDIVIDUALS ..... 31</p> <p>ADVISORY COMMITTEES ..... 31</p> <p>LEVERAGING INFLUENCE AND SUPPORT ..... 33</p> <p>CASE STUDIES ..... 34</p> <p>BIBLIOGRAPHY ..... 39</p> <p>APPENDIX. THE MARYLAND HISTORICAL TRUST ... 41</p> <p>A NOTE ON THE AUTHORS ..... 44</p>
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## PREFACE

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Public agencies at all levels of government are discovering the value of meaningful communication with the people they serve, their constituencies. Whether it be setting priorities for the expenditure of scarce resources, identifying controversial issues that require resolution, seeking advice on programs, policies and projects, or gaining acceptance and support for new initiatives, good managers recognize the benefit of being in touch with those they serve.

Meaningful communication can be public information, citizen involvement, community relations, or just plain outreach. In essence, reaching out to one's constituency is a vital step in marshalling the necessary resources and internal strengths of the organization. For state historic preservation offices, reaching out to interested and affected groups as part of the state historic preservation planning process is no less a necessity. Reaching out offers at least one additional benefit: the possibility of gaining leverage in making these offices become an increasingly influential partners in state government and in historic preservation circles. Hence, the title of this guide.

In order to reach in and obtain the most from internal resources, limited as they invariably are, we must reach out for advice, direction and ultimately, support.

The National Park Service has a history of providing assistance to state historic preservation offices in preservation planning, simultaneously offering suggestions for public

participation. Program guidance, regional workshops, and listening to the experiences of others with longer histories in working with the public have served as the centerpieces for this assistance. At the same time, many state offices have quite capably developed effective public participation programs as part of their own planning processes -- and hence can serve as useful models for others.

This guide was developed to provide:

- a way to think about public participation in planning,
- an approach for designing public participation programs that are applicable *and doable* in a variety of state historic preservation office contexts,
- an overview of how one state, Maryland, has designed and implemented effective public involvement in their plan revision process,
- typical questions and issues that most state historic preservation office staff are likely to have, and
- some of the accumulating experience of state historic preservation offices throughout the country.

Barry R. Lawson from Barry Lawson Associates, Inc. in Concord, Massachusetts has prepared the first and third sections of this guide. Ellen P. Ryan, a summer intern sponsored by the National Park Service working with the Maryland Historical Trust, and Rebecca Bartlett Hutchinson, a preservation planner with the Trust, prepared the second section. Susan L. Henry,

preservation planner with the Interagency Resources Division, National Park Service, edited the guide.

The guide is not meant to serve as the definitive word on public participation, nor as a reference to all one needs to know to design effective public participation for state historic preservation offices. It is intended, however, to suggest a simple yet successful way to approach reaching out to the public and reaching in to use the resources available for more rewarding state historic preservation planning.

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## INTRODUCTION

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In the past two years the preparers of this guide have had the privilege of sharing ideas and approaches to public participation with state historic preservation officials. We have discovered that the challenges and opportunities in the preservation field are not so different from those in transportation planning, energy development, water resource planning, or waste management to name only a few. The way *to think about* public outreach and the factors to be considered in designing an effective outreach program are amazingly similar.

This guide will apply these approaches to the state historic preservation planning context, and will consider some of the vagaries among programs through a series of *what ifs*.

The guide is presented in three sections. Section 1 addresses the value of public participation, the steps to take in designing a public participation program for a preservation plan, and the skills essential for successful implementation. Central to the design of a program is the choice of activities and the preparation of a timeline of outreach activities to support the technical work of the state historic preservation office. Suggestions for allocating and budgeting resources are also offered.

Section 2 is a public participation case study -- a program designed to serve objectives of The Maryland Historical Trust's preservation planning program. This case study provides a valuable example of how the approach espoused in Section 1 can

be applied in the real world. Section 3 addresses many harsh realities confronting state historic preservation offices -- be they limited or dwindling resources, hostility and controversy, or gaining credibility and support.

Finally, a selected bibliography is provided to assist the public participation specialist in gaining additional skills, tools, and insights.

## SECTION 1

# REACHING OUT: CREATING VIABLE PUBLIC PARTICIPATION PROGRAMS

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### THE VALUE OF PUBLIC PARTICIPATION

If you are reading this guide, you are probably well aware of some of the values of public participation, particularly those reflecting the fundamental ideas of good and responsive government. Perhaps you recognize that reaching out to your constituencies -- defined broadly here as those that are affected by or are interested in your historic preservation planning programs -- is an excellent way to improve your total program. Undoubtedly, you have been stymied, frustrated, or disappointed at one point or another by efforts to engage the public in your planning program. Perhaps you feel that these efforts were illconceived, improperly funded or managed, or simply just a waste of time and resources. You are not alone. There are a lot of unfortunate examples out there.

But you need not condemn the ideals and practical benefits of effective public participation on the basis of these occasional failures. Failures can be minimized, even eliminated, through thoughtful design, careful management, and conscious commitment. State historic preservation offices have traditionally been occupied in administrative and technical activities that do not require extensive public involvement. But the world is changing and increased public awareness demands new and effective responses. Public participation can be one of these responses.

What value can public participation have for the state historic preservation office? The following are some of the returns to be expected from a well-placed investment of time, energy, and money in reaching out:

- the understanding of the state's historic resources can be extended to more people;
- through this understanding, broader based support for expanding state preservation efforts can be enlisted;
- indirectly and directly, local community preservation initiatives can be more appreciated and better supported;
- by enlisting the participation and soliciting advice from select publics, more confident decisions can be made by the state historic preservation office staff;
- by being aware of an informed public's attitudes toward preservation, more acceptance and support can be mustered;
- this support can be used to leverage other support from (and generate productive partnerships with) other agencies of government;
- working in sync with other social and political forces can provide a reservoir of good will and potential aid should crises or unanticipated challenges threaten a program; and

- involving the next generation in understanding the important values of preserving our heritage provides an effective force for a tradition of preservation.

These values are derived by reaching out to specific types of people and organizations in three general types of activities. One of these, perhaps the most basic and essential, is *information dissemination*. The second is a *public consultation* program in which the concerns, opinions and advice are actively solicited. The third is a series of *support* efforts for the information and consultation initiatives. These three program elements provide the basis for the design of a public participation program.

## DESIGNING A PUBLIC PARTICIPATION PROGRAM FOR HISTORIC PRESERVATION PLANNING

Context is an important concept for historic preservationists, and it extends to the domain of public involvement. It is critical to the success of an outreach program to recognize and appreciate the context within public involvement takes place. Two contextual arenas are of concern. One is the technical planning context that public participation can support and enhance. The second is the community, region, or state to which you will be reaching out.

What are the principal technical activities that comprise state historic preservation planning and what public involvement activities can support this planning to yield the values outlined earlier?

Who are the people and organizations that need to be informed of and involved in state historic preservation planning? What are the economic, social, and political contexts within which these people operate, and what preservation values do they now hold?

Challenge number one is to identify the first context: What are the activities likely to comprise the preparation of a state historic preservation plan? As the public becomes involved in the planning process, perhaps the focus of the plan may be altered or refined over time. One must realize that one by-product of reaching out can be the modification of your plans.

Understanding the second context -- the public context -- can be a greater challenge. This involves some research and can engage the historic preservation planner in activities for which one has not been specially trained. Fortunately, it takes only common sense to identify those members of the public who are interested in or directly affected by historic preservation planning. But one must go beyond these people to identify a spectrum of those whose acceptance and support -- both short and long term -- are essential for your program success. School children are at one end of this spectrum, political leaders are at another; but there may be others including land use decision makers, investors and developers, tourism specialists, and other community cultural leaders and organizations.

## Identifying the Constituency

Step one in the design of an effective public participation program is identifying who in the public should be involved in your planning efforts. This is achieved through networking with knowledgeable colleagues and by making oneself aware of the planning and educational activities of other organizations such as tourism offices and land use planners and the possible connections of their activities to state historic preservation planning. These contacts can, in turn, identify others with whom interviews and discussions can be equally fruitful. These interviews represent a major opportunity to reach out to a segment of the public and establish ongoing methods to exchange information throughout the planning process. Moreover, it can and should set the stage for



other public consultation, information dissemination, and support elements.

In large states, or in circumstances where there is insufficient time to conduct personal interviews yourself, there are other options. One is to enlist volunteers from an advisory group or task force to conduct interviews, working from a common set of questions or format. Another option is the mailed questionnaire survey or the polling of a broader range of people where closed- and open-ended questions can provide a non-threatening opportunity for them to express in writing their concerns and values pertaining to historic preservation. Useful ideas can come from any source, however unlikely. Consider any promising idea whether it comes from discussion or written response to a questionnaire.

The yield from interviews or surveys should include categorized lists of potential public participants in the state planning effort that become the basis for your mailing list, a most important support element of the outreach effort. You will emerge with lists of principal public concerns, (particularly as they relate to historic preservation planning); of the ways in which people want to be involved in historic preservation planning, and of what it may require to obtain active plan support from these people. You may also discover potential opponents to aspects of your planning effort. This, too, is useful "intelligence."

### **Selecting Elements of the Public Participation Program**

The second major step in designing an outreach program to support preservation planning is the selection of appropriate activities and resources. As mentioned earlier, these activities will fall into three categories: information dissemination, public consultation, or support.

### *Information Dissemination*

Information dissemination is basic because, as a public official and agency, you need to inform your constituency of how you are spending public dollars and meeting publicly determined needs. Before one can accept and support your program, one must learn about it and understand it. So, using the list of audiences derived from step one interviews, you will develop possible information sharing activities to reach periodically the audiences to be kept informed. Recognize that some people only want to hear or read the most general information about your program from time to time, while others may desire greater detail on a more regular basis.

What type of information to provide, to whom, and how frequently, are challenging questions that are usually answered, in part, by the resources available. Pay special attention to the people who must be informed regularly because of their roles as advisers or financial or public supporters of your program.

How to disseminate information is the next question. To address this concern, consider a number of different types of methods, such as newsletters and fact sheets, radio spots, public meetings, and workshops. Meeting your objectives will require measuring tradeoffs between the commitments needed and returns expected. Chart 1 presents a number of information dissemination methods with suggestions and guidance in their use.

The choice among these methods should be made with explicit identification of the purpose(s) to be served by each outreach activity. While there are goals for state historic preservation planning and objectives for achieving these goals, neither of these are easily achieved without the careful consideration of the purposes for which each "reaching out" activity is chosen.

**CHART 1. A GUIDE TO THE USE OF SELECTED INFORMATION DISSEMINATION METHODS**

<b>Information Dissemination Methods</b>	<b>Purpose/Advantages</b>	<b>Disadvantages/Cautions</b>	<b>Example of Effective Use</b>
Public Notices, Press Releases	Concise and time-sensitive announcements of activities, decisions. By using the print and broadcast media, expand coverage to broader audience than with a mailing list.	Run the risk that not everyone who needs the information will see or hear it. Nothing beats personal mail (or contact) for getting people's attention.	To announce the time, date, and place of a public meeting; to inform of staff changes, availability or receipt of special funding. An advance call to media can increase the chances for its use and follow-up articles.
Flyers and Factsheets	Information on a specific issue or topic. Can be handy for recipient in focusing attention and understanding complex issues.	Failure to be concise, relevant, and accurate can be costly in terms of later need to correct mistakes, wrong impressions.	To describe a new program initiative and for summarizing details of a historic property.
Newsletters	Cost-effective method of keeping your constituencies regularly informed of your program and progress.	Requires time to prepare and edit; must be realistic about commitment to produce on a regular basis.	A quarterly or semi-annual issue can cover staffing, initiatives, commentaries, survey results, news from other organizations.
Newspaper Articles, Op-ed Pieces	Reach a large audience quickly. Permits a thorough discussion of an important issue, a rebuttal to (or support for) another's position or statement.	Must be well written and to the point. Will be read by many who know little about program, so provide background to provide adequate context for readers.	Bring broader public attention to an important issue. Ideal way to handle misunderstanding or rumor, or to get your position on record.
Meeting Handouts	Support material for meeting attendees. Disseminate prior to meeting to prepare people for issue discussion at meeting.	If lengthy, can be distracting to people during meeting. Organize material to be easily referred to during meeting.	Reminder of topics discussed. Minimizes questions. Provide audience with duplicates of overheads used in meeting.

Chart 1 continues.

Chart 1. Continued

Information Dissemination Methods	Purpose/Advantages	Disadvantages/Cautions	Example of Effective Use
Workshops and Open Houses	Forum for productive dialogue in groups or one-on-one discussions. Combined with displays/audiovisuals, can be effective in obtaining advice, response.	Requires planning and commitment to interact personally with people. Provide facilitators for group discussions and process for recording opinion/comment.	Ideal for enhancing your image as approachable, outgoing, and friendly organization. Great for building personal relationships with friends and foes.
Public Meeting	Face-to-face opportunity to present information and to receive comments and questions. Provides "event" to focus people's and the media's attention.	Large public meeting overrated for soliciting discussion and personal interaction. Can induce frustration when not everyone gets a chance to be heard.	Alternative for presenting plans for a new project or results of a particular program, but only when information about the topic has been circulated prior to meeting.
Slide and Audio-visual Presentations	Vivid examples help to describe details, provide context, and to entertain. Good supplement to oral presentation.	Should be professionally prepared or run risk of sacrificing your image. Preview for relevance, tone, and time.	Wonderful for presenting visual aspects of historic preservation to a public group. Slides, films, and graphic illustrations reinforce people's ideas about properties.
Speakers' Bureau	"Expert" to discuss and explain issues and topics of interest to special audience. Easily dispatched upon request.	Requires preparation, practice, and ways to identify a person(s) to serve in this role. Risk of losing control of content.	To describe aspects of the historic preservation program by using advisory group members and members of staff.
Press or Legislative Briefings	Focused opportunity to present issues of importance to you and to respond to questions of importance to these audiences.	Topic must be judged to be relevant and important to these special audiences. Requires preparation and practice for responding to likely questions.	Excellent for drawing attention to critical issues for which you desire elected official support and action, or on which public support is necessary.
Field Trip	On-the-spot understanding of issue or value of a historic resource. Lends atmosphere for project relevance.	Must be planned in advance, and is limited by the number of people who can participate effectively.	Effective adjunct to a meeting, workshop or open house.

Chart 1 continues.

Chart 1. Continued

Information Dissemination Method	Purpose/Advantages	Disadvantages/Cautions	Example of Effective Use
Cable TV, Radio	Opportunity to reach a larger audience. Community cable systems look for programming possibilities. Radio may permit call in questions and responses.	You lose some control of your audience, and the quality of some cable productions are not high yet, but the future promises improvements.	Cable coverage of a public meeting, and radio talk shows to publicize a new program initiative or to address potential controversial issues.

### Public Consultation

A second major thrust of the preservation planning outreach effort is consultation with the public, especially with those interested in historic preservation or who have the ability to affect it. Consultation means that you are committed to two-way communication as a benefit to you and to the public with whom you are consulting. There are several techniques available for this type of communication. In general, the more interactive the program, such as in workshops and open houses, the more you and your staff can meet and talk with individuals interested in preservation, and the more successful you will be. Occasions will arise when either larger meetings, public hearings, or surveys will be more cost effective. Major options are listed in Chart 2.

### Support

In order to utilize any of the information and consultation methods suggested above, a set of support services are essential within your organization. This is part of "reaching in" to develop and tap the resources necessary for a successful program. Five support areas are identified here: project management, mail or

contact list management, desktop publishing, editing and graphics, and training and staff development.

Project management means designing, budgeting, monitoring, and evaluating the public participation program. Often, this responsibility resides with the person principally charged with the outreach program. People management is implicit, and the achievement of goals, objectives, and purposes within a defined set of budget constraints is the bottom line.

A second area is mail list management. In order to expand your constituencies and keep them informed of your programs, information needs to be disseminated on a timely basis (and to particular groups when appropriate). Many easy-to-learn and manage computer-based programs are available. Struggles with manual mailings must not be a barrier to effective outreach.

Desktop publishing also utilizes computer-based systems to make the production of attractive information and presentation documents more efficient and cost-effective. Periodic newsletters, timely information materials for meetings and workshops, and attractive visuals for presentations are now within easy and

**CHART 2. A GUIDE TO THE USE OF SELECTED CONSULTATION METHODS.**

<b>Consultation Technique</b>	<b>Purpose/Advantages</b>	<b>Disadvantages/Cautions</b>	<b>Example of Effective Use</b>
Advisory Committee	Workable forum of people, representing larger population. Serves as source of, or sounding board for, new ideas, policies, services; possible source of support, volunteers, and advocates.	Unwieldy if too large, not well chosen, managed, or supported. Costly if travel times and costs are high. Requires concise and explicit definition of role and commitment by staff.	Excellent for testing waters on new initiatives. Can provide "intelligence" on issues and political factors, review of draft materials, and discussion of program.
Public Meeting	For information and consultation at the same event. Useful for appearing "in touch with" the public.	Impersonal if too large; may frustrate those unable to be as involved as they would wish. Requires good information available to attendees in advance, and prepared response to public concerns and comments.	To presenting draft plans or program proposals to, and receiving comment from, large groups. Should be supplemented by written information and audio-visual material.
Public Hearing	Formal, often legally mandated structure for receiving official comments on policy initiatives, draft plans, etc. Adds dignity to public input, and provides verbatim transcript of comments and testimony.	Intimidating for some people, and discourages "give and take" with the public on issues requiring discussion and clarification.	Appropriate when legally required or when preceded by information program so attention at hearing is concentrated on people's opinions rather than on questions.
Workshop	Opportunity for face-to-face discussion and exchange of ideas, problems, and solutions.	Best for smaller audiences. Requires thoughtful workshop design, facilitator(s), an informed group of participants, and a prepared response to public concerns and comments.	Ideal for more active involvement in planning process, for discussing complex programs, plans, and policies.
Questionnaire Surveys, Opinion Polls	Relatively inexpensive mechanism for learning the views and perspectives of a wide range of people and organizations.	Requires careful design and concern for respondents, as well as respondent profile. Summary of conclusions should be available to the public.	Option for determining general interest in program initiatives, historic preservation values, and priorities. Should have closed- and open-ended questions.

Chart 2 continues.



Chart 2. Continued

Consultation Method	Purpose/Advantages	Disadvantages/Cautions	Example of Effective Use
Advice from Other Agencies	Through small meetings and discussion sessions, good for collecting insight and building leverage and support within administrative and political system.	Requires commitment and mutual collaboration to be effective.	Useful for developing an effective strategy for gaining agency support for programs and policies, especially those that require the cooperation of other agencies.

inexpensive grasp of every agency. An adjunct to this capability are graphics. In the historic preservation planning field, good graphics are expected and necessary for understanding, credibility, and acceptance.

The last area of support is training and staff development, essentially developing and maintaining the skills necessary for providing information, consultation, and support programs. Several skills should be available either on staff, or through auxiliary services or volunteer effort. These skills include:

- working well with people
- listening, writing, editing, and presenting
- meeting design, facilitation, moderation, and conflict management
- working with the media
- computer literacy with support program software
- budgeting and project management

### Building a Timeline for Public Participation

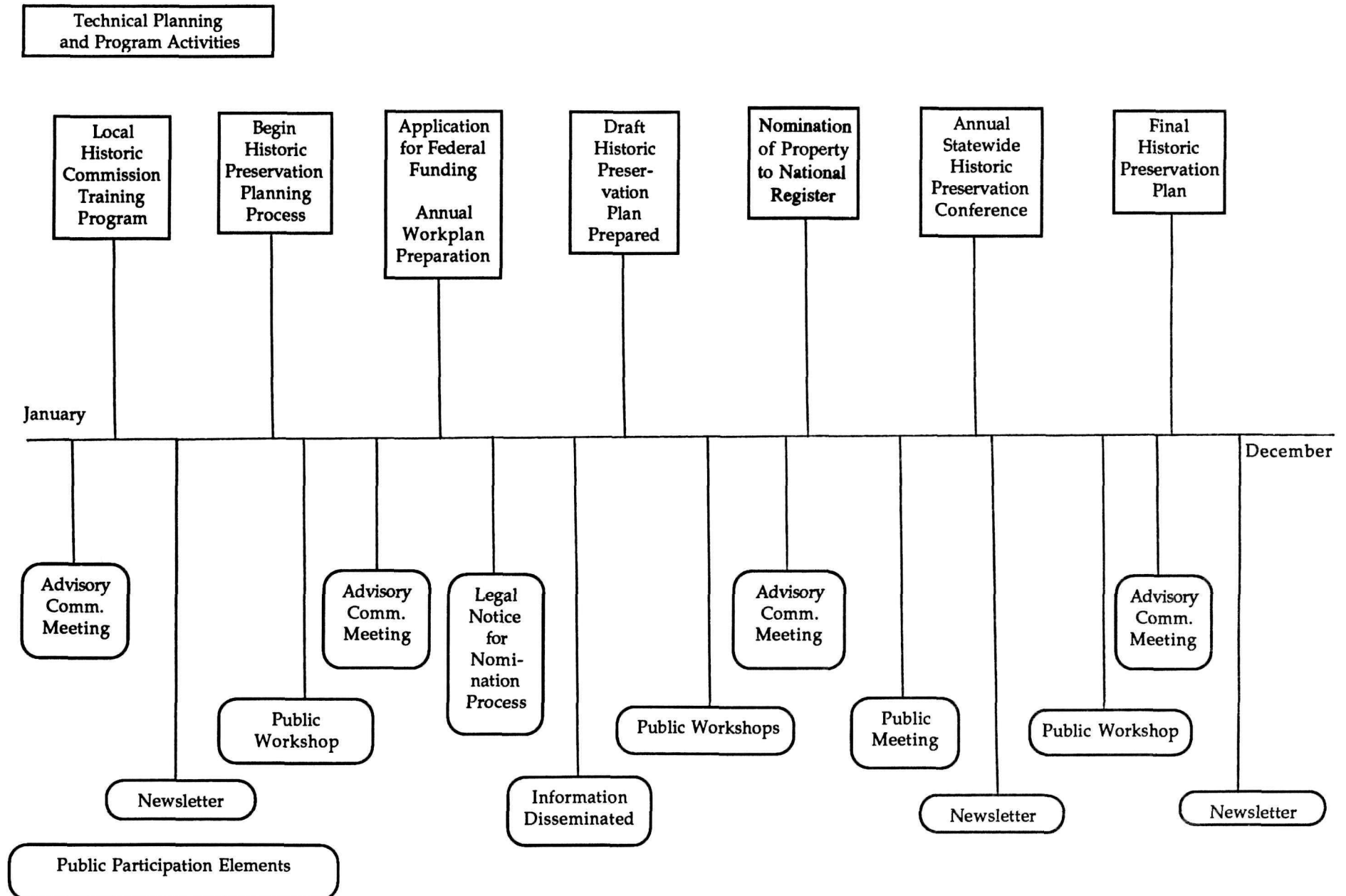
One well-tested way to design a public participation element for a historic preservation planning program is to create a timeline of activities -- of technical and administrative tasks, and

of public participation tasks. The timeline might extend over one year and coincide, for example, with the annual operating program of your organization. Graphically, the timeline would resemble the sample shown in Chart 3. The technical and administrative tasks that drive public outreach activities are portrayed above the timeline, and the supporting public participation tasks are presented below the line. Both sets of tasks are in chronological order, and reflect the major goals and programs for the year.

In this oversimplified example, it is assumed that there are four major initiatives for the year: a training program for historic commission members, for which the groundwork has been laid in the past year; the process of preparing and submitting the annual grant application for federal financial support; the nomination process for a historic property to be listed on the National Register of Historic Places; and the preparation of the state historic preservation plan.

Let's assume that an agency advisory committee is in place, and will meet periodically to review and comment on all of these programs. Moreover, we recognize that official notices may be appropriate concerning the annual grant application as well

**CHART 3. AN EXAMPLE OF A PUBLIC PARTICIPATION TIMELINE FOR A STATE HISTORIC PRESERVATION OFFICE**



as for the National Register nomination process. We may assume that a public meeting will be appropriate for the nomination process, and other public meetings and interactive workshops will be integral parts of plan preparation. Information materials for those workshops, other programs, plus a periodic newsletter may round out the principal outreach activities for the year.

The graphic presentation of a timeline is a simple, yet useful planning tool for determining and sequencing outreach needs. The next step is to develop a set of objectives for each of the selected outreach tasks, and clarifying the purposes of each of the individual activities necessary for implementing these tasks. This provides the basis for justifying the activities selected (particularly in comparison with other program options) and is a framework for later evaluation of these activities.

### **Budgeting**

These tasks must then be budgeted, and the benefits of your preferred public participation activities weighed against their costs. Trade-offs will have to be made. The eight-page newsletter gets scaled down to four pages, quarterly advisory committee meetings replace monthly meetings, and a set of four workshops focused on elements of the draft plan replace a series of eight state meetings addressing all aspects of your annual program. The example of a public participation program spreadsheet budget form (Chart 4) reflects one way to prepare alternative budgets and weigh the financial effects of alternative programs.

In practice, a similar form can be used for each of the outreach tasks, or be consolidated to present the entire outreach program budget. In any case, the spread sheet format permits rapid analysis of alternative levels of effort. It also makes explicit not only the out-of-pocket costs for printing, travel, telephone,

postage, etc., but also the costs of an labor resources (as well as overhead costs that may be important to recognize). Each organization will handle these costs differently; therefore, the form is shown only as an example of how to make all costs explicit.

### **Final Word**

In some ways, this is a common-sense approach to a critical element of successful state historic preservation planning. These simple tools, however, have served as the basis for many sophisticated public involvement programs.

Section 2 presents how one state, Maryland, approached public participation to support its plan revision efforts. Section 3 addresses typical constraints that face state historic preservation offices, and provides insights into more challenging issues that require "reaching in" to develop and utilize your skills, resources, and experience.

**CHART 4. SAMPLE PUBLIC PARTICIPATION BUDGET FORMAT****PUBLIC PARTICIPATION PROGRAM BUDGET**

Fiscal Year \_\_\_\_\_

Public Participation Tasks	Hours Per Task				Program Assistant	Editor/Desk Pub.	Student Intern	Office Secretary	Subtotal
	SHPO Director	Plan Super.	Partic Specialist	Info Specialist					
1 Draft Plan Information Materials	16	40	60	120		40		20	296
2 Draft Plan Information Workshops	40	40	120	40			80	40	360
3 Periodic Newsletter (4)	16	32	32	320	24	48			472
4 Press Releases, Public Notices	24	32		32		40			128
5 Advisory Committee Meetings/Support	40	80	480	60	60	20		40	780
6 Publicity for Training Program	8		40	24		12			84
7 Nomination Process Public Meeting	20	24		16		4		8	72
8 Project Management (Pub. Partic.)	30		170						200
<b>TOTAL HOURS</b>	194	248	902	612	84	164	80	108	2392
<b>Rate</b>	\$25.00	\$19.95	\$17.50	\$15.38	\$14.30	\$17.50	\$10.50	\$11.25	
<b>Dir. Labor Cost</b>	\$4,850	\$4,948	\$15,785	\$9,413	\$1,201	\$2,870	\$840	\$1,215	\$39,906

<b>TOTAL EXPENSES, all tasks</b>	
Print/Copy	\$3,500.00
Travel	\$1,000.00
Telephone	\$1,200.00
Postage	\$2,100.00
Materials	\$1,000.00
Graphics	\$2,500.00
Miscellaneous	\$1,500.00
<b>Total Expenses</b>	<b>\$12,800.00</b>

BUDGET	SUMMARY
DIRECT LABOR (DL)	\$39,906
OVERHEAD = 80% of DL (e.g., rent, insurance, etc.)	\$31,925
TOTAL EXPENSES, all tasks	\$12,800
<b>GRAND TOTAL</b>	<b>\$84,631</b>

**Notes:**

- 1 A similar form could be created for each public participation task, differentiating among activities within that task.
- 2 For offices with smaller staffs, perhaps one or two people would do the work that the eight assumed in this sample; perhaps the total program would be more modest.
- 3 Public agencies vary on what qualifies as overhead. In this example, it is assumed to include those costs not easily attributable to the public participation or other programs.
- 4 The budget given in the example does not represent a model or suggested program. It is illustrative only of how the costs of labor and expenses should and be included in developing a public participation budget.

## SECTION 2

### "PRESERVATION VISION 2000" PUBLIC PARTICIPATION AND THE MARYLAND PLAN

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#### INTRODUCTION

The historic preservation movement had its genesis in the tireless efforts of grassroots organizations to save landmarks and landscapes for future generations. This legacy continues to be a factor in today's preservation activities and represents an important opportunity for state historic preservation offices to strengthen partnerships with fellow advocacy groups, with land-use professionals, and increasingly with groups whose interests sometimes conflict with preservation.

The Maryland Historical Trust (MHT or Trust) is currently revising its 1986 Comprehensive Historic Preservation Plan. Goals and objectives are being reassessed to determine if they are applicable to today's prominent preservation issues, and priorities are being redefined to ensure that they address current concerns about the future of historic preservation in the state. Throughout this process, public participation is playing a valuable role in forming and augmenting statewide historic preservation for the years to come.

This case study was prepared to assist state historic preservation office staff and other interested parties in designing and executing a public participation program associated with the development or revision of historic preservation plans. Insights

gained from the experience of the Maryland Historical Trust have been recorded to both expedite and enrich the public participation process in other states.

Maryland is often called "America in Miniature" in reference to the breadth of landscapes and industries found in the state. From the coastal plain of the Chesapeake Bay through the rich farmland of the central Piedmont to the Allegheny mountains, Maryland has encountered many of the same cultural conservation issues found in other regions across the country. Increasing encroachment of development on scenic rural communities, aging infrastructure, neglected historic properties, destroyed archeological sites, lack of funding, and unsupportive citizens are just a few examples of the many challenges that the preservation community in Maryland and throughout the country are now facing. Maryland has also had its share of successes with the establishment of various historic districts, the protection of farm complexes and landscapes, the documentation of declining traditional cultures, and the identification and preservation of maritime resources. It is hoped that this diversity, and the ways that MHT approaches it, will contribute to the usefulness of the case study in other states.



## The Value of Public Involvement

The first three goals of *The Maryland Comprehensive Historic Preservation Plan* of 1986 (see box) very clearly refer to the importance of informational exchange between the public who enjoy and use historic and cultural resources and the agencies entrusted with preserving and maintaining them. MHT has long stressed public participation and public outreach as a priority that extends beyond the scope of a single workshop or seminar. This attitude is demonstrated by the quality and breadth of the Trust's publications, workshops, and seminars; by its continuing efforts to strengthen ties with its preservation constituency; and by its ongoing actions to cultivate proponents of historic preservation. This emphasis on reaching out to the public is the fundamental

catalyst behind expanding and documenting the role of public participation in the plan revision process.

MHT recognizes that strengthening existing lines of communication while creating new alliances will help tailor preservation programs and services to community needs. A large pool of partners can be particularly helpful when preservation challenges require diverse solutions and quick response. Outreach to the general public and allied disciplines such as planning, landscape architecture, and economic development can lay the groundwork for broad-based support of historic preservation programs. These increased efforts can also expand dialogue with traditionally under-involved groups such as the disabled, ethnic groups, and the development community.

### MARYLAND COMPREHENSIVE HISTORIC PRESERVATION PLAN GOALS

- GOAL I:** *Increase public knowledge and understanding of Maryland's cultural life through identification, evaluation, protection, and interpretation of the state's tangible historic properties.*
- GOAL II:** *Assist in the management of environmental change; maintain and enhance the appearance and environmental design quality of Maryland's communities and landscapes; preserve places of beauty and cultural importance to the state's citizens, and increase the public's level of aesthetic awareness.*
- GOAL III:** *Strengthen community and neighborhood cohesion and privacy and increase local revitalization activity by residents, commercial interests, and decision-makers by assisting a broad range of community needs and interests.*
- GOAL IV:** *Consistent with adopted state policy on conservation and development, maintain, conserve, and promote the efficient use of Maryland's natural and built resources, particularly the state's building stock, transportation and other facilities, as well as land and energy resources.*
- GOAL V:** *Expand the role of preservation activity in assisting the economic development of Maryland and its communities.*

***The 1986 Maryland Comprehensive Historic  
Preservation Plan***

*The 1986 Maryland Comprehensive Historic Preservation Plan served to update the previous original plan completed in 1970. The 1986 Plan defined the goals and objectives of statewide preservation planning as well as specifying the mechanisms with which to achieve those goals. It outlined historic contexts, pertinent legislation, perceived threats to identified resources and other important information that assisted in presenting the status and intended direction of historic preservation in Maryland. The 1986 Plan was widely praised and used as a model by other SHPOs in preparation of their plans.*

*The content and structure of the 1986 Plan was guided by the Ad Hoc Committee on the Maryland Comprehensive Historic Preservation Plan, a 15-member advisory board composed of community representatives from both the private and public sectors. Public participation efforts associated with the 1986 Plan were principally achieved through a series of four full-day regional meetings in which presentations and panel discussions communicated the intent of the Trust and the planning effort.*

*While the 1986 Plan has served the Maryland Historical Trust well for six years, a revision was necessary to address the Trust's new responsibilities and to reflect what activities had been accomplished and how new issues should be addressed.*

MHT expects that effective implementation of the revised *Maryland Comprehensive Historic Preservation Plan* will depend upon the contribution and support of a variety of audiences. Affiliations range from local governments that use the *Plan* as a basis for their community preservation efforts to developers who must work within the framework of historic preservation

legislation and ordinances. MHT also recognizes that involvement should not be limited to those people or organizations sympathetic to preservation -- the practice of so-called "preaching to the choir." Groups skeptical or outright opposed to historic preservation must also be approached, for they could present the most formidable obstacle to achieving the *Plan's* goals.

## DESIGNING THE PUBLIC PARTICIPATION PROCESS

One of MHT's first tasks in designing the public participation process was to methodically plot out the intent of the process. What were the goals of this undertaking? What could be learned? What could be conveyed? What format could best accommodate the selected goals?

In answer to the first query, the primary goals of the public participation process were agreed upon and outlined as follows:

- To solicit the viewpoints and concerns of the public.
- To communicate the goals, objectives and strategies of statewide preservation, thereby increasing public awareness.
- To enhance integration of preservation efforts into broader land use decision-making processes through increased contact with professionals in land use planning and development fields.
- To promote broad-based public support of preservation planning efforts.

Once the mission of the public involvement process was delineated, the next step was to design a participation format for managing the interactive nature of the outreach effort and for generating accurate products to measure the public input.

When the staff of MHT's Office of Planning and Educational Outreach began designing the public participation process, the issue was raised about whether a theme as broad as "comprehensive plan revision" would attract as many participants

as say, a critical site-specific topic. Recognizing that this factor might affect audience attendance, the staff resolved to present a clear mission for the public participation process. To characterize the purpose of the process, the effort was named "**Preservation Vision 2000: The Maryland Plan.**" Naming the process helped to create a strong identity and promote awareness across the state. Putting "2000" in the name symbolizes the *Plan's* future orientation and identifies the next time it will be revised.

### Participation Format Options

Based upon the goals of the public participation process outlined above, MHT staff quickly decided that the most appropriate format would be a workshop series similar to those held during the development of the 1986 *Plan*. By their nature, workshops provide an interactive environment -- an open forum for the exchange of ideas and information -- in contrast to lectures which primarily allow one-way communication. The workshops served as the cornerstone of the entire public involvement process and were supplemented as needed by a variety of other formats described in the box.

Upon consideration, the full-day workshops that produced the 1986 *Plan* proved too ambitious for MHT for several reasons. Foremost among them were budget and schedule constraints which required reducing the number of speakers, changing locations to low- or no-cost public facilities, and eliminating meal provisions. Additionally, it was felt that an all-day workshop would not be a viable option for many people whose schedules would not permit attendance. Consequently, a half-day workshop scheduled from 2:00 to 6:00 p.m. on a week day was chosen as the best option. This timing allowed professionals to attend as part of their job responsibilities and advocates to participate without taking too much time from work.

### OTHER FORMATS

*The process described in this case study is certainly not the only means of establishing dialogue with local communities and land use professionals. The format selected by MHT fit its public outreach "style," and was the best means to balance comprehensive discussion with Maryland's diverse regions and efficient use of MHT funds and staff time. Other methods may better serve the needs of SHPOs depending upon the opportunities and constraints in each office's jurisdiction, such as:*

- **OPEN HOUSE.** *If you cannot go to the public, bring them to you. To accommodate land use planners who could not attend a workshop, MHT arranged for visits by local planners to introduce them to the programs and services of the Trust. Participants were shown a slide show and asked to fill out questionnaires.*
- **PIGGY-BACK WITH WORKSHOPS OF OTHER ORGANIZATIONS.** *If a tight budget does not permit your office to single-handedly organize and conduct workshops, other organizations and agencies may accept co-sponsors and presenters at their workshops. Examples include state level land use planning, environmental protection, and community development. You could also work with local organizations. You can also piggy-back with already scheduled workshops and meetings of your own office.*
- **COMPREHENSIVE MAIL CAMPAIGN.** *If the logistics of conducting face-to-face public interaction, whether in various locations around the state or in-house, are too difficult, communication via mail may be a viable option. A short and simple explanatory brochure accompanied by a questionnaire and return postage may harvest a wealth of views and concerns and could increase awareness of state preservation planning.*
- **VISIT AGENCIES AND ORGANIZATIONS.** *When various localities or groups are under-represented in your public participation activities, make arrangements to visit them in their own offices and towns. Not only will this serve to educate your staff regarding those groups and their issues, but it offers a great opportunity to learn about the communities in which those people work and live.*
- **SPEAK AT MEETINGS OF PROFESSIONAL AND SERVICE ORGANIZATIONS.** *If funding is tight and staff is too overworked to organize and conduct a series of workshops, public comment and ideas can be gathered during speaking engagements. Prepare just one talk and write one general letter notifying of the availability of a staff member to speak about the state's preservation planning program. Send a copy of the letter to the program planner in various civic, business, professional, and preservation-related organizations throughout the state.*

The half-day workshop format was viewed as the most cost- and time-efficient way to give the workshop participants ample opportunity to express their views and voice their concerns. The length and number of presentations were scaled back to cover the most prominent preservation and planning issues, and the last half of the workshop was dedicated to a group discussion session. Eventually, staff added a Saturday workshop in response to several requests for a weekend meeting.

### Workshop Locations

To capture Maryland's strikingly different regions and their associated concerns, the MHT staff decided that the four regions used for the 1986 *Plan* revision process would not adequately fulfill the goals of the current public participation effort. Using a greater number of smaller regions would allow a fuller expression of regional diversity and would give interested citizens a reasonable opportunity to contribute by not requiring them to drive more than an hour to any of the workshop locations. It was important to demonstrate the state's commitment to gathering public input by conducting a more extensive outreach effort. Therefore, the number of workshop regions was increased from four to nine as shown in the accompanying map.

### Identification of Workshop Participants

Early in the process, MHT staff recognized that the "public" sought for participation was in fact made up of many different groups, some representing conflicting interests. The term used for these groups is *stakeholders*. According to John M. Bryson and William D. Roering in chapter 2 of *Strategic Planning: Threats and Opportunities for Planners*, a stakeholder is "any individual, group, or other organization that can place a claim on [your] organization's attention, resources, or output or is affected by that output."



*Maryland's Public Workshop Regions*

Many of MHT's stakeholder's had already been "captured" via an extensive mailing list maintained by the Trust for publication distribution and general notification purposes. Over 2,000 names and addresses had been accumulated and updated, providing a ready network with which to communicate upcoming events and publications. This list, however, was composed primarily of "pro-preservation" interests, so additional effort was needed to search out the untapped players. These groups include community leaders, land use planners, those in the development community, and property rights advocates. Failure to reach these interests would defeat the purpose of the public participation process -- to garner views from all those directly affecting and affected by implementation of the Comprehensive Historic Preservation Plan.



### **MHT STAKEHOLDERS**

- *Certified Local Governments (CLGs)*
- *Private preservation advocacy groups; statewide and local*
- *Community development organizations*
- *Local elected officials and staff*
- *Private property rights advocates*
- *State and local land use planners*
- *Architects, archeologists, landscape architects, architectural historians, etc.*
- *Disabled persons and advocacy groups*
- *Developers, lenders, real estate brokers, attorneys*
- *General public, including those with a general interest in preservation, users of historic properties, and the uninformed public*
- *Minorities and ethnic groups*
- *Educational institutions, museums*
- *State cultural commissions*
- *Historic district commissions*
- *MHT local preservation affiliate organizations*

### **Publicity**

The publicity tools used by MHT are just a few of the various means to communicate with constituencies. Those used were considered the most expedient, cost-effective, and appropriate measures available for MHT's purposes. Other state historic preservation offices will have different needs and resources and will choose from among the available options to achieve the best results.

### *Mailing Lists*

The extensive mailing list maintained by the Trust was a strong tool for sending informational fliers to interested parties. Other state agencies, such as the Community Assistance Administration (CAA) and the Maryland Environmental Trust, provided additional mailing lists that were extremely helpful in reaching new and broader constituencies. In addition, several local preservation organizations further augmented the mailing campaign by providing their mailing list labels to MHT.

### *Flyers*

Flyers announcing each workshop were circulated through mass mailings. Visitors to the Trust rarely left the office without having a few flyers put in their hands for further distribution.

### *Newsletters*

Trade associations such as the Maryland Chapter of the American Planning Association, the Maryland Association of Counties, and regional chambers of commerce were contacted to assist in reaching their members through their newsletters. The Trust's own newsletter, *In Context*, also informed readers of workshop activities, especially for the tenth and final workshop held on Saturday in the Trust's offices.

### *Press Releases*

A press release was issued for each regional meeting approximately one to two weeks prior to the particular session. An important element of the MHT press release was a statement by Maryland Governor William Donald Schaefer on the importance of public involvement in the retention of the state's cultural and historical heritage (see box). This endorsement

helped strengthen the public appeal and underscored Maryland's commitment to historic preservation.

**GOVERNOR'S PRESS RELEASE MESSAGE**

*"It is important for the state to plan how it will preserve Maryland's history and culture," said Governor William Donald Schaefer. "I hope that many Maryland citizens will join us during these workshops and help us shape our goals as we head into the next century."*

*Invitation Letter*

A letter was developed to target those individuals and organizations in allied fields and disciplines who would want more detailed information than that found in the flyer. The letters were a personal form of communication and proved effective in increasing workshop attendance and in reaching previously untapped individuals and organizations.

*Telephone Invitations*

In some cases, personal telephone invitations are warranted. In Maryland, this strategy was primarily used for local land use planners and public officials. Though a time-consuming activity, the effort proved worthwhile for two reasons. First, the majority of people contacted by phone attended the workshops, ensuring that a large percentage of local planning offices or jurisdictions were represented at each of the meetings. Second,

the personal invitations assisted in forming enduring partnerships with planners and local officials across the state.

*Networking*

For those constituencies not captured by the other methods, MHT used several different tactics. The most important of them was asking local governments to disseminate and publish information on a community-wide basis. This method proved extremely helpful.

*Co-sponsorship*

Statewide and local organizations were asked to co-sponsor the workshops. This mechanism proved to be a fruitful and efficient means of building a wider audience net. Co-sponsorship did not require funding from the organization, only an agreement that help would be given in spreading the word about the workshop series.

Several statewide organizations co-sponsored the entire regional workshop series. The Maryland Office of Planning, the Maryland Environmental Trust, the Maryland Chapter of the American Planning Association, the Maryland Association of Historic District Commissions, and Preservation Maryland were major contributors to the success of the workshops.

In addition to these statewide organizations, many local advocacy and public interest groups co-sponsored workshops in their area. Members of these groups were instrumental in advertising the workshop in their newsletters, serving as field representatives in securing meeting facilities, and troubleshooting for MHT staff.

One of the most important benefits of co-sponsorship is the establishment of long-term relationships with partners in the land use and environmental planning arenas. The initial contact, made for purposes of the workshops, often turned up important leads for MHT on other preservation issues.

## CONDUCTING THE WORKSHOPS

### Workshop Agenda

The workshop series were planned so that everyone would benefit from the information exchanged in each meeting. MHT wanted to increase participants' understanding of its programs, services, goals, and objectives, and staff wanted to gain insight on participants' concerns and suggestions expressed in questionnaires completed by participants. Finally, creative solutions to specific community problems were expected to emerge from the collective brainstorming of the participants during group discussions. Through a combination of increased knowledge of statewide preservation efforts and expression of local concerns, it was hoped that the participants would share with their communities an increased sensitivity to preservation issues. Trust staff were also looking to increase their understanding of local viewpoints.

The workshop agenda, therefore, was structured to provide the best mix of speaker presentations and participant input. Three to four speakers provided information about preservation issues and activities relevant to the region where the workshop was being held, followed by a presentation on MHT programs and the current plan revision effort.

A break, with refreshments provided by both MHT and co-sponsors, offered opportunities for speakers, MHT staff, and participants to get to know each other and converse in a more informal setting.

The remainder of the workshop was devoted to facilitated discussion among participants about what they viewed as the most pressing issues of preservation and strategies that could be used to address those issues. All participants were encouraged to express their views freely, and each person was given an opportunity to speak. MHT staff did not actively participate in the group discussions, but were able to hear all the issues and solutions raised, and if a question was raised about the Trust's programs, a staff person was able to respond immediately.

### Tools and Materials

#### *Slide Show*

A 20-minute slide presentation was developed to communicate both the nature of preservation planning and how it is accomplished in Maryland. It also served to explain the role of the Maryland Historical Trust and the *Maryland Comprehensive Historic Preservation Plan*. The slide show was prepared for use at all regional meetings and therefore covered a wide variety of geographic locations and historic resources. A copy of the 1986 *Plan* was also available for perusal by participants.

#### *Questionnaire*

In order to produce measurable workshop feedback and supplement discussion group results, a four-page questionnaire was prepared to seek information on the following topics:

- General preservation values and perceptions
- Opinions of current state and local programs and services
- Opinions and recommendations on historic preservation goals, issues, and strategies
- Assessment of workshop value
- Background information on participants

The questionnaire was developed for workshop participants, as well as for soliciting public opinion in forums other than the workshops. Questionnaires were sent to a variety of groups and individuals who expressed an interest in the workshops, but who were unable to attend. Questionnaires were carried by MHT staff members whenever they were asked to speak at another organization's membership meeting. In this way, members of groups who may not think they are interested in attending a workshop or do not understand how preservation could affect them can be reached and their opinions tapped.

### *Fact Sheet*

To help the participants understand MHT programs and the *Plan*, a simple one-page fact sheet was developed to answer the most common participant questions: What is the Maryland Historical Trust? What is the purpose of the *Comprehensive Plan*? And, last but not least, why am I here? The goals from the 1986 *Plan* were placed on the reverse of the fact sheet for reference during group discussions. The MHT slide presentation focused on these five goals and illustrated ways in which they had been addressed since 1986.

### *Additional Handouts*

Several Trust publications such as *In Context*, *Preservation Progress*, the 1992 MHT Publication Catalogue and the Guide to Services and Programs brochure were made available to participants for additional information on MHT's services. These items were put on display at the close of the workshop so that the materials would not divert participant attention from the speaker presentations and discussion sessions.

## **Miscellaneous**

In addition to the above materials, several other important items bear mentioning despite their humble nature. Sufficient quantities of markers, pins, tape, presentation boards, easels, pointers, slide projectors and carousels, extension cords, adapters, name tags, boxes (for returned questionnaires), and pencils should be ordered and brought to the workshop location.

## **Facilitator Training**

For MHT's purposes, informal training for group discussion facilitators was thought to be sufficient. This training generally entailed giving the chosen facilitators guidelines about what type of input was desired and how to achieve maximum feedback. Facilitators, who also acted as recorders, were asked to begin the group discussion with casual introductions by each participant. Facilitators were asked to ensure participation by all group members, maintain focus on the designated issues, and keep discussion moving. Simply put, facilitators acted as objective discussion leaders who did not contribute to the discussion, but kept it on track and provide an environment in which all participants felt free to express their views.

## **Registration**

Each meeting began with registration of the participants. Names and addresses of the participants were taken for the purpose of sending issues summaries at a later date. Name tags were filled out to assist people in personal introductions. Questionnaires, fact sheets and an agenda were distributed at this point to orient participants and answer some of their basic questions in the interim before the speakers began.

## Presentations

### *Welcoming Remarks*

To begin each workshop, a welcoming speaker explained the goals of the workshop, roles and backgrounds of speakers, and the purpose of the discussion session. It was very important to specify how participant input from the workshop will be integrated into the revised *Plan*. Participants are often reluctant to contribute in a meaningful way if they perceive the session to be perfunctory; that is, if the host is "going through the motions" or "giving lip service" to the public participation process. A succinct yet complete picture of how public input will shape the plan is highly recommended.

### *Local Historic Preservation or Planning Professional*

Typically, the Trust scheduled two local speakers to present issues, programs, and activities being conducted in their respective communities. Speakers were asked to highlight planning activities that aided preservation goals and to identify issues that demanded further attention.

### *MHT Preservation Planner*

At each of the regional meetings, the Preservation Planner gave an overview of the Maryland Historical Trust's various responsibilities and the five goals identified in the *Maryland Comprehensive Historic Preservation Plan*. Vivid slides from around the state illustrated the various methods used to implement the *Plan* since 1986. The presentation included a summary of pertinent legislation and various issues affecting preservation in Maryland today.

## Group Discussions

A number of options are available to solicit participant views and concerns. The method actually used in any workshop will depend upon the number of participants and the composition of that audience. The method used by the Trust for the first two workshops was to divide participants into small groups and assign informally trained facilitators to guide and record the group discussion. Advantages of this method were an increased probability of focused discussion, more accurate and thorough reporting, and actual participation by all group members.

MHT asked local planning and preservation professionals and individuals from co-sponsor organizations to facilitate group discussions. At the beginning of the discussion session, each group's members were asked to select a spokesperson who, at the end of the meeting, would share the group's comments and recommendations with participants from other groups. Flip chart sheets generated by each group were retained by the Trust for use in completing the issues summary.

At the first two workshops, many participants said they would have preferred having one large discussion group so they could hear what others had to say. This approach was used successfully in the third workshop, and was continued in the remaining workshops. Having just one group allowed an exchange of ideas that was heard by all participants and gave MHT staff a better sense of why the issues were important to those who spoke. A representative from Preservation Maryland, one of the co-sponsoring organizations, served as facilitator for the remainder of the meetings.

Group discussion was begun by brainstorming about which preservation issues concerned participants the most. If participants were hesitant to speak, the facilitator suggested a range of possible



topics, such as transportation, the environment, housing, land use, or any issue unique to the region in which the workshop was being held. This type of encouragement seemed welcome, especially when a lull occurred in the discussion. The facilitator frequently urged people to elaborate on their concerns to generate broader discussion, and each participant was given an opportunity to express his or her views.

### ASSESSMENT OF PUBLIC WORKSHOPS

A summary of the issues discussed at all workshops was prepared and distributed to all workshop participants. A cover letter asked each person to review the summary and provide comments or additional suggestions. A summary tabulation of the questionnaire responses was also prepared for each meeting to condense the results and provide comparative information on participant occupations, residencies, viewpoints, and other important information. The information gathered from the workshops will be thoroughly evaluated before writing the revised *Plan*. All of the issues raised and the suggestions for addressing them will be included in developing the broader goals and objectives for the *Plan* update.

At each workshop, the questions and issues ranged from the most basic of how to begin a preservation program or designate a historic district to the need for protecting scenic viewsheds and manage growth while conserving agricultural activities. The most prominent issue expressed at each meeting was the need for more public education. Participants felt that many cultural resources were being lost because citizens did not understand or care about the value of their heritage.

Preservation issues identified by workshop participants generally fell into four categories: national, statewide, regional, and community-specific. Growth management, demolition by

neglect, increasing public education about the benefits of preservation, and the need for more economic incentives for preservation activities are some of issues raised that are currently affecting cultural resources throughout the country.

Issues that were specific to Maryland related more to state legislation and to activities for which state agencies are responsible. Legislative considerations included the desire for greater state grant assistance and tax incentives, improved cemetery protection measures, the need to protect community character while implementing the state's new growth management legislation, and concern about the need for stronger enforcement of the state's critical areas legislation.

Regional issues surfaced when discussing transportation, scenic by-ways and rural protection, growth pressures, and tourism opportunities. Citizens and planning professionals in rural areas expressed their concern about the need for scenic resource protection along major highways. Residents of counties surrounding urban centers verbalized their fear of increasing development pressure and insensitive growth patterns. Workshop participants from western Maryland and the eastern shore shared a feeling of isolation from the services and expertise of the Maryland Historical Trust.

In each of the workshop discussions, several questions arose that related to specific community issues. What could the Trust do to help the residents of Whitehaven protect their rural community? How could the Trust help revitalize an old commercial area in downtown Baltimore? What could the Trust do to promote citizen involvement in the protection of Allegheny County's heritage? Community-based issues were the ones that evoked the most emotion from participants and, in one case, the workshop provided a catalyst for strengthening local protection immediately (see box).



**WORKSHOP HELPS PROTECT WHITEHAVEN**

*Two Whitehaven residents attended the Lower Eastern Shore Workshop to ask how to save a historic hotel at the ferry landing in their community. As discussion of their problem progressed, it became clear that the whole community needed greater protection than its National Register designation could afford. MHT staff and county planners attending the workshop advised the two Whitehaven residents to quickly arrange a meeting with community and county "movers and shakers" to express their concerns and elicit support for their cause. The two Whitehaven residents started organizing their neighbors and defining realistic preservation goals for the community. MHT staff and county planners helped in identifying and contacting possible supporters and in completing a grant application for state historic preservation funds before the December 31, 1992 deadline.*

*Whitehaven's concerns probably would not have reached MHT staff or local planners' ears in such a timely manner had the two residents not been able to drive the short distance to a regional workshop they had learned about from the newspaper the day before. It must also be noted that the two who attended the workshop did not speak out until specifically asked to do so by the facilitator. Had the facilitator not been so diligent, the Whitehaven residents may not have been able to express the urgency of their problem and receive the needed assistance so quickly.*

**LESSONS LEARNED**

A number of "lessons" were learned from the total experience of designing and conducting the workshop series.

- Expectations and Goals for the Process Needed Careful Assessment.
- Well-Briefed Facilitators Were Essential.
- A Variety of Advertising Techniques Reached a Broader Audience.
- More Workshops Held in More Regions Reached More People.
- A Half-Day Workshop Was Cost-Effective.
- Questionnaires Reached Out to More People.
- Reaching Out to New Groups Broadened the Network.
- New Preservation Allies Were Made at the Workshops.

## **SECTION 3**

### **REACHING IN: USING AVAILABLE RESOURCES EFFECTIVELY**

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#### **INTRODUCTION**

Section 1 set forth a structure for designing a public participation work program, using tried and tested techniques from historic preservation planning as well as from other planning arenas. The Maryland case study presented in Section 2 provided a demonstration of how one state created a public participation element to support the revision of its historic preservation plan. Maryland's outreach program was well thought out, carefully implemented, and successfully concluded. It was also well funded, had the support of devoted staff, and was blessed with enthusiastic participants. Maryland's approach is, of course, not the only way to achieve outreach goals, nor is that approach necessarily the most appropriate with limited funding or staff, overriding political challenges, or a different planning context.

Section 3 addresses some of the real world problems that historic preservation planners face, and provides suggestions to consider in solving these problems. Again, these are suggestions only. More important, perhaps, than the actual technique(s) selected are the ways in which the challenges confronting the public participation staff are viewed within the context of the goals and objectives of the state preservation program. For this, we draw heavily on the approach outlined in Section 1 for guidance.

Section 3 is divided into two major elements: a discussion of how to approach some of the more challenging problems that can confront an agency, and suggested responses to four situations, each of which calls into play problem assessment and strategy development and implementation.

Among the most challenging problems are limited or declining resources (staff and/or funding); how to cope with hostility from an individual or group; how to use an advisory committee or ad hoc group most effectively; and how to leverage your office's resources with other agencies and organizations to achieve your goals and to become more integrated into the broader state agency planning context. Each of these can be particularly difficult for the public participation specialist. The suggested responses provide guidance in addressing them.

The situations presented are only a few of many situations that can engender frustration, require creative response, and provide experience and confidence to address the inevitable and the unexpected.

#### **LIMITED RESOURCES**

Not having enough resources is a frequently heard lament among many planning offices and is not a problem facing historic preservation planners exclusively. Public participation and public

education are often undervalued by people assembling budgets, developing plans, and seeking acceptance and support. It is often thought that the important support is political support and that if you have the right person(s) supporting you at the right time and in the right position, the plan's efficacy can be assured. Some believe that historic preservation, in particular, is the interest of the elite, a group often seen to be capable of supporting a program on the basis of who knows whom, and of the well spent dollar. A strong historic preservation background, this belief continues, must assuredly be the minimum requirement for anyone working with the public in historic preservation planning; therefore, communication skills are secondary -- a nice complement if you can find it.

From years of experience, we now realize that long-term public acceptance and support comes through public awareness and understanding. No matter the amount of resources available, the principle holds that the information function is the basic building block of reaching out to the public. The challenge is to find the most effective methods for soliciting information from, or disseminating information to, the people who can ultimately provide the acceptance and support you need for a sustainable and growing program.

Two most effective ways to communicate are to use the personal contacts of the office director or other staff to disseminate a periodic newsletter or informational material regularly to all interested and affected people whose acceptance and support can make the difference in the success of your program. A newsletter (or something comparable) should be produced at least twice a year, and contain the essentials about your program (e.g., program elements, priorities, project successes, and ways that the public can participate and help). With the availability of desktop publishing and computerized mailing lists, this type of communication is within the grasp of

every office. And it keeps your efforts in front of your constituency, builds credibility and acceptance and can yield the desired long-term public support.

Personal contacts also develop important relationships, keep you informed and able to respond quickly and effectively to opportunities, and develop mutually beneficial programs.

Within the public consultation arena, there are few outreach techniques that have the potential payoff that a well managed advisory group can provide. Regular meetings (at least quarterly) can give you face-to-face contact with people with advice and perspectives, a potential source for volunteer assistance, and another form of information exchange. Keeping a committee sufficiently interested and motivated works toward the second of your main goals -- turning awareness and understanding into acceptance and support. You must make a commitment to this committee, and staff it sufficiently to make the committee assignment a pleasure rather than a burden to members.

The minimum resources needed to accomplish these three programs are relatively small -- demanding mainly a commitment of time on a regular basis. With these elements in place and functioning and additional resources available for more outreach, you can begin to design other programs for special audiences or constituencies, become more sophisticated on education programs, create cooperative projects with the media, and undertake interactive workshops and programs to bring larger numbers of people into your circle. Creative financing can bring many of these elements into a modest program -- through voluntary effort of an advisory group, other interested organizations, and co-sponsors.

## HOSTILE AUDIENCES AND INDIVIDUALS

Few people relish confrontation with arrogant, unreasonable, short-sighted, or ignorant members of the public. Nine times out of ten the result is hostility or avoidance, neither of which is conducive for effective collaboration and progress. As a practical matter, hostility is a less pervasive phenomenon in the historic preservation planning field than in some others such as those types of public and private projects that attain NIMBY (not-in-my-backyard) status. But it will occur, and every day spent in hostile relations sacrifices several more in remedying the damage. The first defense is to anticipate and eliminate the causes for hostility; the second is to reduce and minimize hostility once it has occurred.

Always be prepared, anticipate, and assess the conditions or context of your work. Develop sources of intelligence that will forewarn you of dissatisfaction, frustration, and anger that may be aimed at you in the media, at meetings, or in personal communication or correspondence.

The secret to managing hostility lies in anticipation and in your reaction. Many a potentially hostile scene can be reduced to encouraging cordial relations with a thoughtful telephone call, selecting an appropriate location for a meeting, making and keeping a commitment not just to listen, but to understand the basis for someone's anger. Then consider optional decisions or approaches to recognize and respect the points of view of all parties, including those with hostile personalities.

Once hostilities have broken out, your place is to remain calm and respectful, permitting the aggressor to state his or her case, to listen respectfully, to demonstrate that you understand the concern, and to explain slowly and patiently that you wish to address this and other issues of importance to your constituency.

Recognize and acknowledge people's perspectives and suggest, at a minimum through your own calmer reaction, that there are ways to address issues in a less charged atmosphere. Your attitude is the key, and it can set the tone for discussions of issues of concern. Although it is natural to assume a defensive posture, this can only intensify the conflict and anger.

It is helpful to be aware and deal with potential sources of conflict and hostility, especially prior to meetings or other gatherings where the hostility can be displayed in front of larger audiences -- and therefore become even more damaging. One-on-one, face-to-face meetings hold the greatest promise for correcting misunderstandings, listening to concerns, and, after considering the facts and your options, making a personal commitment to address issues on which you have some effect. It may require diplomacy, negotiation, and compromise, or it may only require clarification and awareness. But getting to the bottom of the issues as early as possible, and in an atmosphere that you can have control, is critical.

## ADVISORY COMMITTEES

Historic preservation planners are familiar with working with ad hoc groups, task forces, and review boards. These groups can provide, over the short and long run, a wealth of information, advice, and linkages to a broader public than is often possible to reach individually or even with a large staff. Many people enjoy serving on these committees because of the opportunities they provide for understanding and influencing policy and program initiatives, and for exposure to other influential people and organizations. A well managed advisory group can be one of the most cost effective techniques of public participation, and deserves serious consideration, management, and support.

These public groups provide multiple ears-to-the ground, allow you access to diverse viewpoints, serve as sounding boards for new ideas prior to implementation and, perhaps, as the most significant form of support for your program. They can, if not managed properly and sensitively, undermine your ideas and efforts, detract attention from your high priority items, become a forum for dissent and hostility, and cost you valuable and limited staff time. Forethought, preparation, personal commitment, and management control are essential to avoid these pitfalls.

A few rules-of-thumb can assist when forming and/or working with an advisory group. The first is that members should be invited to serve for a specific length of time, to address a specific and explicit set of programs, and to participate in meetings where the rules of conduct are set forth by you and accepted by everyone else. The second is that you make a personal commitment to support and sustain the group, follow-up on their suggestions, acknowledge member contributions, and provide the administrative assistance appropriate for the smooth operation of the group. The third is that the group be representative of the affected and interested people and organizations (even if they may seem to be opponents of some aspects of your programs), that you establish a friendly and personal relationship with all members early, and that you be sensitive to the personal interests and concerns of each member.

It is wise to write a letter of invitation to each prospective member, spelling out the charges of the committee, explaining your goals and objectives for the group, and emphasizing your requirement that collaborative discussion of issues and advice and counsel are what you seek from the group. Explain how the information discussed at meetings will be used by you and your staff, underscoring the fact that you alone are responsible for the decisions you make, and as a result, you may accept some advice and reject other advice.

Seek agreement among the group on group leadership, agenda setting, and how debate and discussion will be managed. As convenor, you hold veto power on these issues, but it is wise to seek general agreement, or at least to hear and consider any contrary opinions that members wish to present. Remember they are serving at your request; but as they are accepting membership voluntarily, you should know the reason why they have accepted and to assist each in being as comfortable and satisfied with membership as possible.

It is not always best to designate an advisory group chairperson. A group facilitator is a viable option. This is a skilled meeting manager who is viewed as neutral and whose responsibilities include helping the group to set and follow a workable and relevant agenda, ensuring balanced participation from all members and staff, anticipating and dealing effectively with differences of opinions, and helping the group process to be as efficient as possible. A facilitator can play other roles (such as note-taking and recording, arranging meetings, keeping a wider mailing list of people informed of group deliberations and conclusions), but meeting management is the centerpiece of these contributions.

This approach takes the pressure off you as director of the office or lead person for public participation. It also allows for the advisory group to be a group of equals with no one person having greater access to you or influence by nature of group leadership. A facilitator may be found within the ranks of staff or the advisory group, but seldom is this as effective as someone with neutrality. This may cost money, or not, depending on the availability of people with facilitation skills and interest. Even if you must hire a facilitator, professional facilitation of four to six meetings a year is unlikely to break the budget, and can prevent a lot of aggravation, especially if there are potentially controversial issues or conflicting opinions among the group's membership.



Keeping the group to a manageable size (10 to 15 at a meeting) gives each person an opportunity to be involved and ensures that members can commit to attending meetings (this should be a condition of acceptance). Supporting the group by providing draft agendas and important meeting materials in advance of meetings, preparing and distributing minutes soon after meetings, and being available between meetings to answer questions and provide information to members are also significant steps you can take to make the advisory group concept work for you.

Managed well, the advisory group can be the most cost effective and productive public consultation technique you utilize.

## **LEVERAGING INFLUENCE AND SUPPORT**

Finding a way to increase your office's influence within state government and within the context of the organizations that affect the effectiveness of your efforts is the essence of strategy development and implementation. Increasingly, successful program managers are recognizing the importance of attention to strategic management. One aspect of this type of management is finding, producing, and using leverage to increase and multiply your effectiveness as an organization and as a program manager.

One key to leveraging lies in the identification of people who can help make things happen. Some of these people are in positions of political and economic power, others have major influence on those in positions of power. They may reside inside or outside government, be elected or appointed, but they are the movers and shakers. Try to tap into their system, become recognized as an agency that can help or contribute to their success.

You must be able to attract attention with your programs and your personality, and show a willingness to work cooperatively and to the mutual advantage of both yourself and those that can help you achieve the success you seek. What is it you seek? A larger budget, access and visibility within the executive branch, support for an important program, an ear for your professional advice on a policy or project that can affect the goals of historic preservation?

You need to be clear what your goals and needs are, and be able to identify what you and your office can contribute -- in short, to be able to sell the fruits of your labor as valuable to others.

The route to finding leverage may be straightforward or roundabout, depending on your personal relationships and your office's place within state government. Advisory group members may be able to help identify and provide guidance and contacts that can be helpful. Personal meetings with colleagues in other agencies who share common interests and program commitment, public support generated by a public event, media coverage, and financial commitment from national groups, federal agencies, cultural organizations, and foundations are other ways to attract attention.

A certain amount of public relations may be essential, to publicize an event or occasion. The media can be a helpful resource but typically only after you have spent some time cultivating relationships with them.

Historic preservation has not always been seen as a major element of state government. By taking advantage of obvious linkages to education, tourism, land use planning and development, and cultural affairs, however, you can begin to develop the collaborative relationships that can help you integrate



your efforts within a larger realm. By working with and helping others, you can find others who will work with and help you.

Public participation is a key element in this strategy. You need to make sure that the right people receive your information, are aware of your programs, and can understand, accept and support your efforts. Public support is influential in itself. Information dissemination, including the mass media, is key. Personal presentation skills, the ability to turn a public event into a community relations success, and effective work with your advisory committee can help lay the basis for successful leveraging.

## CASE STUDIES

A host of predicaments at one time or another may confront the state historic preservation planning office. It is beyond the scope of this guide to address more than a few in these pages. We have chosen four situations, however, that represent common issues or challenges, and more importantly, call for perspectives and responses that have value for a larger number of concerns. In suggesting responses to these situations, we continually refer to the goals and objectives of your programs, your priorities, and to the basic building blocks for reaching out.

### Situation #1

*"My staff has recently been cut back from eight to six and it looks as though I will lose another position in about six months. To make matters worse, the person I will lose has been my public participation specialist and there is no way I can replace her in the foreseeable future. What can I do to ensure that this outreach and information function continues at a respectable level?"*

### Suggested Response

The loss of a staff position is a double whammy. Not only do you lose a person who knows the ropes and has wide personal contacts, but you lose valuable talents in the public participation arena. It is difficult to offset these losses gracefully. Nevertheless, you must proceed: consider some realignment of responsibilities, rebuild the mix of skills on the staff, and continue with the most effective public involvement program elements. This is the essence of "reaching in."

One place to start is to recognize your goals for reaching out to the public and to find the most cost effective way to attain them. Even if budgets are tight and tightening, it is important to maintain visibility, credibility, and continuity. These call for information programs and opportunities for public input, just as you have done in the past. The newsletter program, public workshops, and advisory committee participation are three areas that should be high priorities. Honing writing skills, speaking skills, and group facilitation and management skills is important. You will need to have these skills available, either through you, your staff members, or through volunteer services.

Perhaps some training courses are appropriate for members of the staff to learn and perfect new skills. There are a host of one-day self-improvement seminars offered these days, and increasingly colleges and consulting firms offer assistance to develop these skills in your office. Self-improvement is usually welcomed by staff members as new skills bring self-esteem. Realize that public participation is a priority item no matter how small your program or limited your resources. It cannot simply be dropped, because with it will soon go the awareness and support you have built up over the past.

The loss of staff may be an opportunity for the director to become more active in personal relationships with advisory committees, the media, the schools and other organizations. There is no need to accept being overworked in order to do what is needed. Working smart, reordering assignments, and building staff skills as early as possible can avert the damaging results from dropping the ball on important public outreach programs.

### Situation #2

*"The chairperson of the legislative committee responsible for initiating historic preservation protective measures has determined that economic development is the highest priority and that new preservation measures would be counterproductive. In fact, she is considering rescinding or revising current measures to be less onerous on the real estate developers of the state. What can we do from a public participation standpoint to counteract or neutralize this chairperson?"*

### Suggested Response

There is an unfortunate impression that historic preservation runs counter to the economic goals of the state. Often these impressions are given credibility by overzealous developers who view placing any restrictions or conditions on development as contrary to economic goals. Clearly there is some educational effort needed here, as well as, perhaps, the development of alliances with some of the economic groups like the tourism office, cultural affairs offices, and planning organizations.

More directly, this chairperson and the people who are adversely influencing her should become more directly involved in your programs, possibly receiving a personal visit from you and being invited to participate on your advisory committee. Consider

sponsoring an interactive workshop in which all participants (including the legislative leader) can discuss and develop suggestions for a preservation initiative that is complimentary to economic growth. The time may be ripe for a legislative briefing on significant aspects of your program, particularly if there seem to be misunderstandings about it among legislative leaders. The governor's office also can be an important force in running interference, as can members of the advisory committee who may be able to inform and influence this legislator.

At a minimum, it is essential that the legislative leaders be kept informed of your programs (by you directly, whenever possible) and be made aware of the positive influence historic preservation can have on economic development.

### Situation #3

*"The advisory committee with which we have been working for the past three years has developed some strong animosities among its membership -- with the divisiveness stemming from debates on which other state agencies we should work with cooperatively to accomplish our aims. Some feel we should work with the tourism and economic development department, and others feel just as strongly that the goals of historic preservation would be compromised by their pro-development forces. How do we heal the fracture on this committee, and get people to work cooperatively once again?"*

### Suggested Response

Several approaches may be considered for resolving this problem. One is to try to appease both groups, recognizing that some of what each has to offer holds some promise. After all, you do wish to work cooperatively with all members, and one never knows where support and encouragement, or leverage, is

likely to arise. Another approach is to make a unilateral decision based on how you feel it is best to proceed and to thank those who have contributed their advice for helping you to sort through the pros and cons.

A third approach reflects another consideration -- that is, how do you get over this particular sensitive hurdle and set the stage for better feelings within the membership in the future. It is well to review the principles behind the involvement of an advisory group presented earlier, and if necessary, restructure the group around the roles of advice and counsel. If the group has begun to think of itself as a decision-making body, you will want to reconsider the value to you of this group. Since the responsibility for making decisions resides within your office, you do not wish to cede this responsibility to others. You must remind the group of this fact, so that it is recognized clearly that the group's role is to provide advice, and that it is acceptable on occasion for there to be disagreement within the group on that advice. Controlled debate can be a useful way to illuminate different viewpoints and suggestions. But then the debate must stop and you must make the decision.

If certain members feel they cannot support you, for whatever reason, and your credibility with them is suffering as a consequence, you must address the problem as soon as possible. Replacing advisory group members, while tempting sometimes, can be awkward and damaging as well. It should be a last resort only if their continued participation becomes so controversial and disruptive that the group loses its effectiveness.

For the group to be effective, members cannot allow differences in perspectives and opinions to be disruptive. As a good manager you desire to hear different points of view. Advisory group members must realize that all one can expect is for a chance to give an opinion (and rationale) on matters on

which you seek their opinions. You have no other responsibilities except courtesy and gratitude.

#### Situation #4

*"Our office and most of the preservationists in our state have come under criticism as being elitist and supportive of the well-to-do, protecting their economic interests and shunning the interests of the broader population. It is true that our advisory committee is heavily laden with well-to-do types, and that some of the recent legislation we've supported is designed to protect resources that the wealthier and more educated classes most appreciate. We have tried to develop heritage parks and other historic areas where larger numbers of people can learn about the state's history. However, the criticism continues. How can we best turn people's impression around?"*

#### Suggested Response

Historic preservationists are not the only interest group that has incurred problems in reaching out successfully to multicultural groups. The public participation program is the best place to change this impression, and actual program initiatives are the best way to succeed. Often, reaching out means just that, reaching out to your constituencies and not simply waiting for those interested and affected groups to self-select themselves and take the initiative. There are many reasons why the waiting attitude will not work. You must be proactive.

New program initiatives must be accompanied by awareness programs to make sure that the social, cultural, and economic interests of all social and cultural groups are reflected in your program. Again, we go back to the centerpieces of your public participation program -- information dissemination, public

consultation (including listening carefully to their perspectives, perceptions, and concerns), and support.

Here is a great opportunity to go to the schools and use the media to reach these groups. Field trips and workshops, where people from different backgrounds and perspectives can meet and share viewpoints, can be effective and enthusiastically supported. To make the information function effective, translation of selected materials into a more comfortable language for some participants can be seen as a generous gesture and provide the basis for understanding, support, and involvement by these groups.

## BIBLIOGRAPHY

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*Strategic Planning: Threats and Opportunities for Planners*, edited by John M. Bryson and Robert C. Einsweiler. Planners Press, American Planning Association, Chicago, 1988.

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## NATIONAL ORGANIZATIONS

### International Association of Public Participation Practitioners (IAP3)

555 Bryant Street, Suite 712  
Palo Alto, CA 94301  
(415) 853-1000

*A fairly new organization, IAP3 was organized to provide public participation practitioners a forum for discussing techniques for public involvement. Resources include a newsletter, a computer network among members and an annual conference.*

### Program for Community Problem Solving

International Downtown Association  
915 15th Street, NW, Suite 600  
Washington, D.C. 20005  
(202) 783-2961

*The Program provides extensive training opportunities and resource materials, case studies of community issue resolutions, and several other informative technical documents.*



## APPENDIX

### THE MARYLAND HISTORICAL TRUST

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#### HISTORY

The Maryland Historical Trust was established by state legislation in 1961 as a quasi-governmental organization whose primary goal was to serve as a "holding agency" for historic properties. In 1963, MHT was granted the authority to designate and protect historic sites; an action that significantly expanded the scope of the Trust's activities. With the passage of the National Historic Preservation Act in 1966, the Trust assumed the role of the State Historic Preservation Office and, as a result, incorporated additional services and programs in its new residence within the Department of Economic and Community Development.

In 1989, the Maryland Historical Trust underwent another reorganization which served to consolidate many of the historic and cultural resource preservation programs that previously operated as separate governmental entities. The resulting organization also encompassed stewardship responsibilities for "intangible" resources such as the folklore of Maryland's many unique communities and the heritage of Native Americans and other ethnic groups. This most recent reorganization was a crucial step in fulfilling the goal to protect and enhance all of Maryland's heritage, whether a structure, an archaeological site, a community tradition, or a landscape.

#### THE TRUST TODAY

Currently the Maryland Historical Trust constitutes the largest SHPO in the country. A staff of 120 professionals and administrators oversee historical and cultural programs encompassing archaeology and historic preservation, cultural conservation and public interpretation. The Trust also bears stewardship responsibilities for two heritage museums -- the Jefferson Patterson Park and Museum and Historic St. Mary's City. Two heritage commissions, the African-American History and Culture Commission and the Indian Affairs Commission, provide leadership in the enhancement and documentation of each of these important cultures. MHT operates its programs and services with an aggregate budget of \$5.2 million dollars (FY 1992). The approximate 10,000 square mile area, populated by 4,781,468 (1990 Census), has 24 major governmental jurisdictions, 23 counties, and the city of Baltimore.

The MHT currently conducts approximately 4,000 compliance reviews per year, oversees 13 Certified Local Governments (CLGs), maintains over 1,000 National Register listings, over 60,000 state register listings, and dispenses capital and non-capital Historic Preservation Fund grants of \$136,000 and \$150,000, respectively (proposed FY 1993).

The vast array of cultural and historical resources found include 18th-century Georgian estates in Annapolis, 17th-century archaeological sites in St. Mary's City, Art Deco theaters in Baltimore, colonial German bank-barns in Frederick County, and the coal-mining folklore of Maryland's western-most counties.

#### PRESERVATION PLANNING

The purview of MHT Preservation Planning, located within the Office of Planning and Educational Outreach, includes technical assistance to local governments, the general public, and private preservation advocacy groups. It is chiefly responsible for the development, revision, and implementation of the *Maryland Comprehensive Historic Preservation Plan*. Another important function is establishing new professional partnerships and strengthening those already in existence. Preservation planning staff meet frequently with such groups as Preservation Maryland, the Maryland Environmental Trust, Maryland Association of Historic District Commissions, and local level preservation planners across the state. Partnership expansion is a prominent goal within Planning and Educational Outreach's annual work plan.

Under the Office of Planning and Educational Outreach, several on-going

educational and informational programs have been established that serve as an important foundation for the public participation element of the Plan revision. These publications, conferences, and technical workshops provide important opportunities for monitoring and addressing communities' current needs and concerns. In fact, the outreach program is perceived to be so strong that the staff viewed the Plan revision workshop series as an opportunity to see if there were community concerns or opinions of which they were not aware.

## KEY PLAYERS IN THE PUBLIC PARTICIPATION PROCESS

### Preservation Planner

Since primary responsibility for Plan revision is assigned to the MHT Preservation Planner, Rebecca Bartlett Hutchison assumed the lion's share of tasks associated with the public participation process. Her main contributions were as follows:

- Delineation of workshop regions.
- Coordination of workshop schedule, location, and agenda .
- Designation of workshop content and speaker panel.
- Creation and presentation of slide show on the Maryland Historical Trust, including programs and services, goals, and objectives.
- Preparation of issues summary for distribution.
- Integration of feedback into revised Plan.

### Chief, Office of Planning and Educational Outreach

As manager, Michael K. Day played a key role in dovetailing the public workshop series with the strategic goals of the Trust and helped to refine various outreach measures and workshop tools to better reflect both the goals of the Trust and the needs for the public participation process. He also presented the framework for the public involvement process by discussing the meeting's purpose, introducing each speaker, and emphasizing the role of participant input in the Plan revision process.

### Educational Outreach Programs Administrator

As the primary community liaison, Suzanne King advised on publicity efforts and helped to direct communication efforts to interested groups and individuals.

### SHPO Director and Deputy Director

As the main architects of the Maryland Historical Trust's mission, programs, and services, J. Rodney Little and Mark R. Edwards provided important guidance to the public participation process through an on-going series of briefings with the staff responsible for the day-to-day workshop planning and administration.

### Advisory Committee

Early in the revision process, MHT staff considered convening an advisory committee, similar to that used in 1986, to guide the Plan revision process. The committee's roster was to include:

- planners, archaeologists, architectural historians
- landscape architects and architects
- folklorists
- government representatives (local, county, and state)
- civil and structural engineers
- builders and developers
- environmental scientists and advocates
- historians
- elected officials
- educators

A balanced mix of interests was a key factor in deriving the committee's composition. MHT wanted representatives from both the public and private sectors, academia and industry, conservation and development, city and country, and administration and advocacy. This combination of occupations and concerns, like the many "publics" captured at public meetings, was sought to increase the effectiveness of the plan, and therefore, the implementation of state-wide preservation measures.

It was thought that the advisory committee would oversee the administration of the public participation process as well as other concurrent activities such as compilation of current statistics on preservation efforts, demographic trends and economic conditions. The primary role of the Advisory Committee would be as a sounding board and guide to plan revision activities.

Time and budget constraints did not permit the staff to institute the advisory

committee to coincide with the public participation process, however. Most likely, a committee will be formed as the public workshops are completed and intensive research and compilation efforts begin.

**MHT Board of Trustees and the Governor's Consulting Committee**

While no formal relationship was established with each of these advisory panels for the public participation process, members of both committees were kept informed about important decisions and upcoming workshops. However, several individuals on each of these advisory groups, as well on the County Committees, provided invaluable assistance and advise on workshops held in their particular region.

## A NOTE ON THE AUTHORS

**Rebecca Bartlett Hutchison**, co-author of Section 2, is Preservation Planner for the Maryland Historical Trust. Ms. Hutchison received her Master's degree in urban and regional planning from The George Washington University in Washington, D.C. Ms. Hutchison served on a committee of the National Capital Area Chapter of the American Planning Association that drafted APA's Policy Implementation Principle on Historic Preservation. As Preservation Planner for MHT, Ms. Hutchison is directing the efforts to revise the 1986 *Maryland Comprehensive Historic Preservation Plan*, and will oversee its implementation. In addition, she works with citizens and both public and private organizations to identify and address preservation needs throughout Maryland. She participates in several multi-agency and organizational groups that are defining greenways and heritage corridors. Ms. Hutchison also promotes the integration of historic preservation planning into all aspects of community planning, and encourages local jurisdictions to consider archeological and cultural resources in all of their planning activities.

**Barry R. Lawson**, author of Sections 1 and 3, is president of Barry Lawson Associates, a Concord, Massachusetts firm which helps public agencies and private companies work with communities on controversial projects. Dr. Lawson holds degrees in economics and regional planning from Dartmouth College and Cornell University. He has also authored many articles on natural resource and community relations issues and lectured on public involvement and regional and international planning. He serves as group meeting facilitator and public hearing moderator for many state, regional, and national clients including the U.S. Department of Energy and U.S. Army programs involving the siting of high

level nuclear waste facilities, as well as projects concerning waste management, transportation, and coastal and offshore resource management policies. Dr. Lawson has been a faculty member for the American Planning Association, having facilitated a preservation planning workshop for the National Park Service in 1991, and conducted sessions on public participation in two preservation planning workshops for state historic preservation office staff in 1992.

**Ellen P. Ryan**, principal author of Section 2, is Associate Director of Issues with The Municipal Art Society in New York City. In 1992, Ms. Ryan served as a NPS-sponsored summer planning intern with The Maryland Historical Trust to assist in developing and conducting MHT's public participation program, and to draft this case study. Ms. Ryan has a strong background in public participation and land use issues. While with the Institute for Environmental Negotiation in Charlottesville, Virginia, she helped design and conduct public meetings and worked on conflict resolution projects related to land use, historic preservation, and environmental issues. Ms. Ryan received her Master's degree in urban planning from the University of Virginia.



