

**NATIONAL
PARK
SERVICE**

**PUBLIC
INVOLVEMENT
IN
PLANNING**

AUGUST 1978

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UNITED
STATES
DEPARTMENT
OF THE
INTERIOR

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AUTHORITY

These guidelines are designed to complement and extend the provisions of the National Park Service Consumer Representation Plan as well as the National Park Service Planning Guidelines, memoranda, and directives. These guidelines supersede previous NPS correspondence.

THE PUBLIC INVOLVEMENT PROGRAM

INTRODUCTION

Public involvement is an activity conducted by management in support of planning. It is a management concern because public involvement in, and public concern with, park operations exists every day. The level of effort necessary to involve the public in planning will vary with the complexity and controversiality of the problems to be solved.

Public involvement is required for general management plans, development concept plans, wilderness plans, and resource management plans. Public involvement will not be accomplished during the new area study phase of planning unless required by law. Major construction projects and major changes of programs, policy, or other management practices may also require public involvement, but these guidelines are written to apply primarily to planning efforts.

Abstract instructions for composing a program of public participation cannot be given because of the complexity of considerations that may be relevant and the variety of solutions that may work. However, all programs share certain characteristics. Program formulation begins with determination of the scope of effort and identification of publics and public interest. These and related considerations, principally of economy and media, provide the framework for a written plan outlining when and how the public will be involved. These elements of the public involvement program are discussed in this section of the guidelines. Specific public involvement tools are presented in detail in the second half of the guidelines.

SCOPE OF EFFORT

The public involvement program consists of various aids (media releases, workshops, meetings, etc.) that are carried out in a certain order, frequency, and magnitude as determined by the decision of how much public involvement to invite.

Public involvement programs range from informal "get togethers" hosted by the park manager to elaborate "campaigns" conducted by a complex of managers, public involvement coordinators, planners, and various members of the park staff.¹ If the decision is made to rely on existing public interest and the ongoing public involvement activities of the park, the public involvement program in support of planning need not be complex, involved, or costly. If the decision is made to expand the issues being addressed by the plan to a larger public, the content of the public involvement program becomes complex and involved. However, expanded scope of effort does not necessarily mean higher costs (see section on Economy).

The decision about the scope of effort in public involvement is resolved by management. The extent of public involvement often depends on the following kinds of considerations.

GENERAL TYPES OF PLANNING PROBLEMS

Types of planning problems that affect public involvement programs vary. The following are illustrations of the kinds of problems that are likely to require enlarging the scope of the public involvement program. Any given situation may be characterized by elements of several of these problems.

The Problem of Protracted Planning

The Problem. Delays in planning can pose a special public involvement problem. When a planning effort with a history of random agency public relations is restarted, its credibility with the public is low. If a planning effort is interrupted and intervals between public contacts are allowed to occur, everything that has been invested in stimulating and using public assistance will be lost as interest and support declines. Protracted planning often produces a climate of criticism, suspicion, and distrust by the public.

¹Because of the potential influence of NPS personnel on interested persons and public interest groups, it is important to remember that all park personnel need to be informed on an ongoing basis about planning issues. On controversial or innovative projects, this information needs to be disseminated to park personnel Servicewide as well. For all public involvement efforts, an uninformed or misinformed staff could inadvertently jeopardize the overall program through their normal contact with park visitors and the general public.

The Remedy. Planning restarts in a climate of low public confidence require *high management visibility*. Confidence in the local park manager can be enhanced by demonstrated support from regional management and/or staff. Regional concern also can serve to repair public skepticism about the agency's interests.

Media releases and interviews can provide additional support for the local manager and planning team when the planning process is outlined in easily understood language and followed with some consistency. The Service has the capability of providing this kind of support with little additional cost to the planning effort. Minor as the costs are, however, they are not often a part of the planning budget unless included in a well thought out public involvement plan in the task directive.

If unexpected delays occur in the planning process, the public involvement program must be expanded to keep public interest alive. Additional status report mailing, as well as media releases or other aids, may be required to maintain public interest. If the delay is lengthy, additional efforts may have to be undertaken in recruiting the public interest as the planning effort resumes.

When planning is delayed, the negative effects on the public trust tend to be accumulative. Remedies will not work if delays are persistent or frequent.

The Problem of Planning in Urban Parks

The Problem. The uses and users of urban parks are fundamentally different from those of parks in rural or more isolated areas. Accessibility of large and diverse populations to urban parks makes management and planning a complex issue. Visitation is more evenly distributed throughout the year, and the demands for new and different public uses of the resource are likely to be persistent. The potential for general public dissatisfaction with programs, services, and general park operations is high, as is the likelihood that urban parks will eventually be used by all kinds of urban residents. Initially, policies of NPS management in urban situations will likely be unfamiliar to many residents as well as to their public officials. There is also a high probability in urban park operations of problems walking in the door and looking the manager in the eye.

The Remedy. Widespread public involvement programs are required for major urban park planning. In addition, extensive intergovernmental cooperation must be carried out. Both activities contain equal measures of giving information about the resource and NPS on one hand and receiving information about goals, values, and needs of the residents and local officials on the other. A balanced program of coordination is extremely important. Involvement of officials without involvement of citizens creates unnecessary problems and vice versa. Involvement of conservation organizations without involvement of athletic, civic, fraternal, and other voluntary groups also creates problems, as does involvement of the elderly without involvement of minorities or the handicapped.

Mass meetings with open invitations do not serve the need for close liaison with public interest groups, but special meetings with every conceivable organization of citizens can be prohibitively expensive. Use of the well advertised workshop sessions during the early stages in the planning process have proved effective in solving this problem. Use of these workshops shows early in the planning process which of the many groups who may be interested are indeed willing to participate. This, of course, must be followed through with a system of reporting back to the public in the form of mailings and news releases to further stimulate interest. The key here is to achieve increased participation on the part of the numerous publics through visibility which results from your efforts as well as word of mouth from those who are participating.

Public involvement is not just an activity that accompanies planning, but an activity that creates important, long-lasting relationships with groups and individuals whose interest in park affairs will not subside. The tools and methods developed in the public involvement program may continue to be used as part of day-to-day park management. In the case of urban park management, much public involvement is indistinct from day-to-day management activity. That is, the management of urban parks is **public-centered management.**

There is no single or general remedy for the special problem of public involvement in urban park planning. A joint effort by management, NPS social scientists, and public involvement staff will be required to determine a cost-conscious public involvement effort that will capture the various local public interests, create long-lasting avenues of communication with management, and insure a foundation for the resolution of differences.

In view of the complexity of public involvement in urban park planning, a public information specialist may be required to maintain consistency and order in the public involvement effort.

The Problem of Regional, Multi-Agency Planning

The Problem. Important planning issues that involve the interests of several agencies of local, state, or federal government may require expanded efforts to involve various officials as well as the public in general. The necessity (and desirability) of interagency cooperation involves special problems. Unique policy and management goals of the various agency interests may involve conflicts that are harder to resolve than many of those that arise from involvement with citizens' organizations. Sophisticated representatives of agencies can be formidable spokespersons for their separate interests. The diversity of missions and protective self-interests of the agencies involved make cooperation difficult in practice even though desirable in theory. Furthermore, the requirement for interagency cooperation often comes from outside the Service, thus introducing an element of uncertainty of commitment and support when such efforts must compete with goals and objectives that originate within the Service.

The Remedy. Resolving the cooperative interagency planning problem means finding a common ground of agreement. Occasionally, commonality of effort can be discovered in a mutually resolved statement of purpose. In at least one case, the common ground was represented by a body of data gathered about the resources, which agency representatives agreed to use as the foundation of their separate programs and policies. Whatever the basis of cooperation, the procedures for finding it must be carefully designed in order to withstand the tendency for inherent differences between agencies to prevent cooperation. Several structured small group processes have been useful in overcoming these problems. When backed up by a system of reporting back to the public (by news releases, interviews, etc.), the advancement of cooperative achievements is fostered. *The key element of the remedy for multi-agency planning is formalization of the process to the level of step-by-step actions.* Expect, however, to be obliged to accept other agency preferences for procedures.

The Problem of Planning in the Heat of Controversy

The Problem. Conflict can create special problems. A clear understanding of the boundaries of the conflict is required to deal with it: Is the conflict between the agency and some sector of the public or between sectors of the public? Are differences associated with legal issues that will eventually require judicial opinion, administrative policies that will be resolved internally, or general public goals and values? Does concern and debate extend to the state, regional, or national level of public media coverage? It is important to consider how controversy and all of the apprehensiveness it stimulates affects the agency's perception of the problem. Timidness in the face of public controversy often distorts the magnitude of the problem. For example, the concern of a single, national interest group in a particular plan does not necessarily mean that people throughout the country in general are concerned about the issues in question.

The Remedy. As the scope of controversy widens and deepens, the public media program should be expanded to air and gather viewpoints on the issues in question. This may require that a public information specialist be assigned full-time to the planning team to give continuity of attention to the problem of maintaining (or restoring) the public confidence. Methods designed for individual participation (such as small group workshops, as well as feedback through our own newsletters, announcements, etc.) are not as appropriate as broader based appeals (via the media) for dealing with controversy that is statewide or regional in scope. Political representatives, as brokers of controversial issues, may also help to clarify viewpoints and lead toward acceptable resolution of differences. Global controversy, such as debate over fundamental purposes and management philosophy, tends to be unresolvable. If debate can be moved on to the lowest common denominator such as the question of whether a site-specific proposal has acceptable ingredients, the possibility of conflict resolution grows.

The Problem of New Area Studies (Pre-enactment)

The Problem. At the pre-enactment stage, the responsibility for public disclosure and debate is that of the Congress, not that of the Service. The Congress performs the major role of introducing public concerns into its consideration of areas to be added to the National Park System. The Congress may rely on the National Park Service to provide initial studies of these areas so that informed action can be taken. These studies may involve reporting on local values and issues of concern to the human community. Inasmuch as the Service is doing this work at a time prior to formal or final congressional action, the study effort must be careful to avoid the preemption of congressional prerogatives. Conventional public involvement programs may generate untimely speculation, misunderstanding, and rumors which can serve to bias public involvement undertaken after the responsibilities for planning are formally discharged to the Service by Congress. Conventional public involvement programs, therefore, will be undertaken by the Service only if specifically instructed by Congress and announced to the public by Congress.

The problem that remains is how to represent community interests and values that may be pertinent to congressional decisionmaking without conventional public involvement. Later, if the Service becomes responsible for new area planning, it may also be held accountable for the quality of pre-enactment information it has made available.

The Remedy. The pre-enactment study should include major public viewpoints on issues involving possible controversy. A key person appointed by the Regional Director and the planning team should limit public contacts to local governmental officials and organizations. Governmental officials should be briefed on the proposals and any administrative and technical problems to be resolved. Local officials can be relied upon to coordinate agency field efforts and provide an initial list of key contacts who are likely to be concerned with the proposed action. Known public and private interest groups should be contacted and informed of the proposed action and the major issues under study. In this process, Service personnel may be requested to participate in community meetings for discussion of the proposal. The Service will not, however, initiate public meetings for the purpose of receiving public reaction to planning proposals. *It should be made clear to all persons contacted that the study is for the purpose of enabling better legislative decisionmaking.*

All persons contacted should be notified of the procedure for receiving a copy of the pre-enactment study and environmental documents (see Planning Process Guidelines NPS-2) and of the opportunity for them to provide additional materials and viewpoints to members of the Congress prior to final decisionmaking.

Formal hearings are then held by congressional committees for the purpose of providing the Congress with public reaction to the proposal. Should the Congress pass a

law requiring the study of a specified area, the law may require the Service to expand the public involvement program to include workshops, public forums, and/or hearings.

CIRCUMSTANCES AFFECTING PUBLIC INVOLVEMENT PROGRAMS

Constraints

Contrary to common public assumptions, written plans are neither all-encompassing, complete, or inflexible. This is logically unavoidable because plans deal with the future as anticipated in the present. In addition, plans are accomplished with limitations of time, money, and staff. Identifying and explaining the limitations on the planning process is most important and helpful to public understanding. Fortunately, the public that is likely to take an interest in our work have often accepted such constraints when they are adequately explained. In cases where previously established policy or legislation constrain the effort to be started, copies of this written material should be made available.

Disagreement

Sometimes the public and the Service disagree on the purpose or the procedures of planning. However, considerable flexibility and diversity of method normally exist within which agreeable actions can be carried out. Public involvement efforts should focus on the task of preparing for the future, not debating historic or unresolvable issues.

Commitments

A commitment is any encumbrance on the plan that may affect its outcome, such as promises and understandings developed by people who have retired from office or moved on to other work. Commitments that exist but are not made known early in the public involvement effort are the greatest source of "conspiracy theories" held by members of the public. Discovery of commitments is an important and distinct step in the preparation of the public involvement program and requires the active involvement of the appropriate levels of management that may be aware of the issues. Commitments are rarely forgotten by the public but can easily be overlooked because of the complexity of agency administration.

Timetables

As much as commitments are rarely forgotten by the public, timetables are rarely met by the Service. Just as people can be tolerant of constraints that limit a planning task, they can also appreciate the necessity of flexible timetables and occasional changes if those changes are explained. *The possible costs of a delay is generally lower than the waste associated with appearing before the public unprepared or underprepared because of unwillingness to change a date by several days or weeks* (refer, however, to the discussion of the problem of protracted planning).

IDENTIFICATION OF PUBLICS AND PUBLIC INTEREST

Publics are generally defined as any individual, group, or organization outside of the Service. This does not mean, however, that public participation need overlook NPS personnel as being an interested group. NPS personnel input is generally obtained internally.

Individual park units will maintain a card file of local citizens, groups, and officials, who have personally, or by virtue of their office, taken an interest in the resource and its management. Care should be taken to restrict the content and uses to be made of the name and address file in compliance with provisions of the Rights to Privacy Act of 1974 and other applicable legislation and policy. The identification of publics must not

be derived only from such records, but also from an anticipation of potentially interested citizens based on the possible content of the future plan. General notification intended to stimulate and discover otherwise unknown publics must supplement these records.

Figure 1 is a chart for identifying publics. Constructing this simple chart cannot only help identify groups that may be important to a successful public involvement effort, but also can help identify the relationship between the group and the proposed actions of the Service. Preparing the chart helps organize thoughts about the public. Such a chart should be filled in by all of the Service's participants in the public involvement effort. The interests represented in the mailing list that emerges from early meetings will help sharpen knowledge of the public, and the chart should be reviewed periodically and updated accordingly. Periodic review of the chart can help identify growth or decay of involvement of certain publics and possibly help foretell changes in the climate of public interest.

Identification of publics can be improved if local area maps are used to determine if neighborhood ethnic groups are being included by announcements distributed to news media, churches, schools, local weeklies, bulletin boards, county commissioner newsletters, or any one of a variety of avenues of local communication. In some cases, publics have been identified by snowball interviewing. Known interested parties are contacted and asked if they know of any other persons or groups that might want to take part and be notified of the public involvement plan. Care must be taken to contact a variety of groups, or the attendance at meetings could become stacked in certain directions.

Parks should regularly maintain a newspaper clipping file, which can be used in determining the scope of potential public interest as well as in identifying potentially important planning issues. These clippings may then identify additional interested publics.

An outstanding problem is identifying the scope of public interest in cases where important issues extend to the state, regional, or national level. Two solutions are possible. In section 111, we discuss the uses that can be made of advisory committees that represent the larger public interest. For learning about the interests of park visitors, questionnaire surveys and other systematic methods of recording visitor use and values can be used. Assistance with such methods will be provided by the Statistical Section, Denver Service Center. (Certain types of documents are subject to the Federal Reports Act of 1942 and clearance procedures as stated in the Office of Management and Budget Circular A40.)

FIGURE 1. CHART FOR IDENTIFYING PUBLICS (ADAPTED FROM A. BRUCE BISHOP STRUCTURING COMMUNICATIONS PROGRAMS FOR PUBLIC PARTICIPATION IN WATER RESOURCES PLANNING, 1974).

INTERESTS	RELATION TO THE STUDY									
	Affected by the Problem					Affected by proposed solutions				Not Affected
	Directly		Indirectly			Directly		Indirectly		
	Beneficially	Adversely	Beneficially	Adversely	Beneficially	Adversely	Beneficially	Adversely		
Property Owners										
Users										
Concessioners										
Environmentalists										
Conservationists										
Advisory Group										
Sportsman's Groups										
Recreation Groups										
Professional Groups										
Businessmen										
News Media										
Industrialists										
Educational Institutions										
Farm Organizations										
Labor Unions										
Elected Officials										
Civic Groups										
Federal Government Agencies										
State Government Agencies										
Local Government Agencies										
Others (park, regional, and other agency staff)										

ECONOMY

Costs associated with public involvement programs should reflect thoughtful preparation, use of local personnel and facilities, and utilization of the most appropriate technique for fulfilling the need.

The costs of public involvement programs do not necessarily escalate with their complexity, methodology, or staff requirements. Many techniques that are helpful to the overall program can be carried out without expensive staff, per diem, travel, or equipment. For certain purposes, thoughtfully written news releases, summary sheets, agendas, newsletters, and other material prepared for public consumption can equal elaborate workshops or meetings. *When dealing with the public interest, however, the risk of overlooking an element of the public with a real interest in the issue often warrants the expense of more costly methods.* Knowing when to substitute low-cost for high-cost activities requires careful judgement.

The cost of any special purpose public involvement program will generally be lower if a program of continuing public involvement has been active and if the local staff has developed and periodically used the public forum skills necessary for effective communication with the public.

MEDIA

“Getting the word out” is one of the most important, and oftentimes one of the most difficult, tasks in public involvement. The best programs for involving citizens, organizations, and agencies will fail unless people know of their opportunity to participate. Although many contacts may be made through word-of-mouth or letters to known interests, the media provides the avenue for contacting wider segments of the public.

Newspapers, magazines, radio, and television can be used to help inform the public and solicit public input. The use of these media should be considered in total; no one component used alone can provide the coverage that encourages broad public involvement.

Media may also be used to provide a channel of feedback to the public. Through media, planning progress and information regarding decisions may be disseminated to a broad public.

Newspapers represent the most available avenue for planning information announcements. Local newspapers in rural areas generally give good coverage to public involvement and planning issues, including occasional front page stories or editorials. In urban areas, newspaper coverage may be less complete.

Radio and television coverage of planning is an extremely valuable medium for reaching large segments of the public. Air time may not be secured without considerable effort, however. Professional assistance may be necessary to compose news releases that will capture the imagination of people responsible for selecting newsworthy community issues. This assistance is available from Regional Public Affairs Offices. Local knowledge of people involved with the media can be helpful, and such contacts should be created and maintained as a valuable part of day-to-day park management and community relations.

Blanket mailing of news releases is not an effective way of stimulating media attention. Effective methods involve conducting interviews, participating in talk shows, writing editorials and articles, or conducting news conferences and park walks for media representatives. In all cases, there is no substitute for ongoing personal contact with media representatives for the best media coverage of a planning effort.

PUBLIC INVOLVEMENT PLAN

The public involvement plan is a written document prepared as part of the task directive. It must be sufficiently detailed to clearly show that a *traceable process* of communicating information to planners and managers exists and a logical and systematic method of analysis will be used to take that information into account (this is also a requirement of the National Park Service Consumer Representative Plan). The public involvement plan identifies prior commitments, known publics, media in the local community, and any documents of benchmark events that will be used. If certain publics are likely to be affected by possible alternative actions, measures for involving them will be stated. All legal, fiscal, procedural, and other constraints on the planning endeavor will be stated.

All future participants should have an opportunity to review and submit comments on the plan. Once a program is set, then costs can be estimated for its implementation. This does not mean that a program is inflexible. If either the pace of administrative work or climate of public concern change, the public involvement plan can change as well.

The following are general requirements of the public involvement plan:

The purpose of involving the public at different points in time must be defined.

Methods of informing citizens about the opportunity to participate must be identified.

Methods of gathering, summarizing, and weighing public views must be selected.

A traceable documentation of the process must be maintained and an explanation of how a planning decision was reached must be able to be reconstructed from this documentation in cases where opposing views exist.

To construct a useful public involvement plan, five basic questions should be taken into account:

1. **When should public involvement occur in the planning process?**
2. **What input do we want from the public?**
3. **How is the input to be used?**
4. **Who are the publics from which the input will be required?**
5. **What technique will best obtain the input desired?**

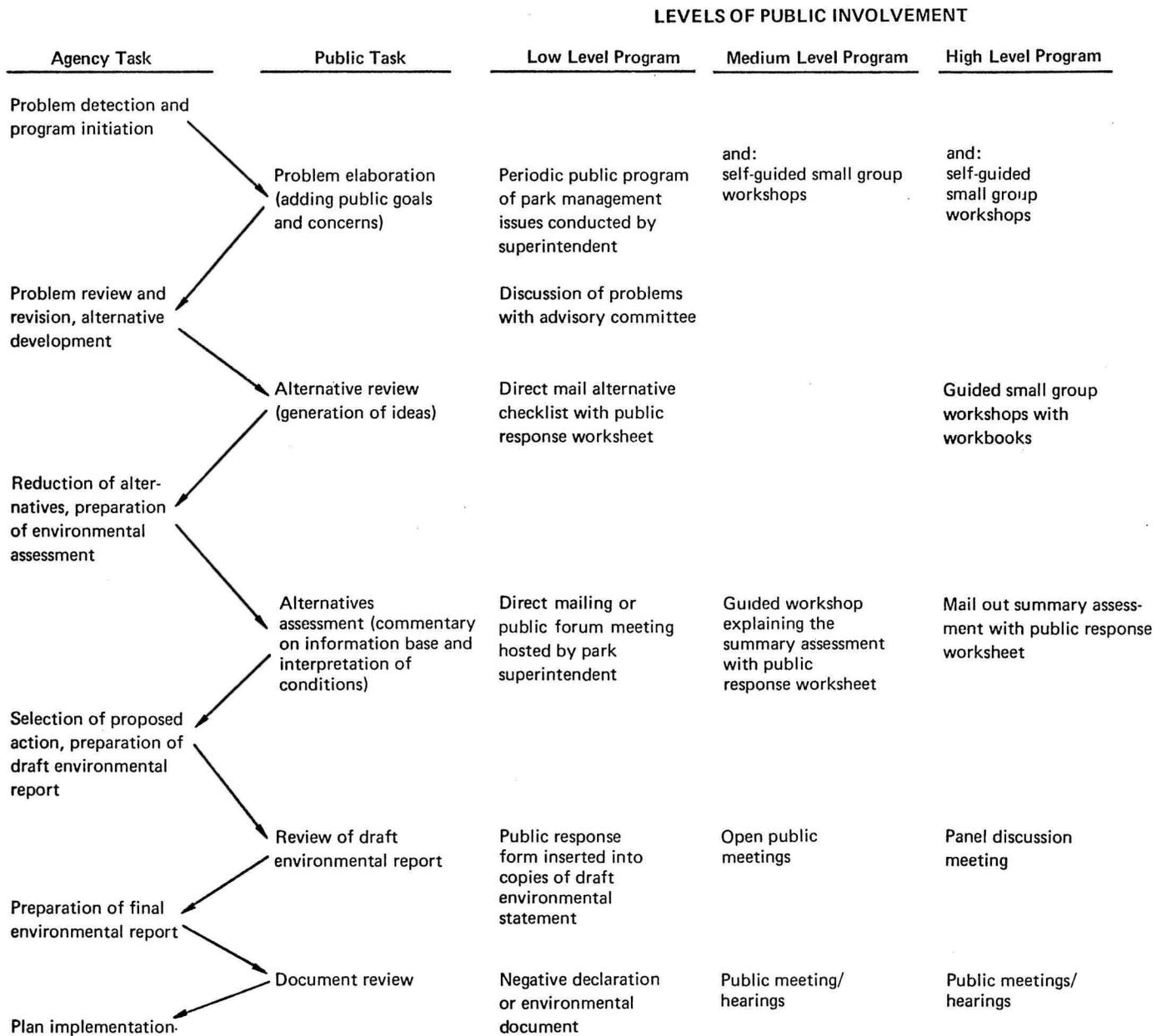
Figure 2 illustrates various levels of public involvement programs. For *low level* programs, the methods of communicating with the public are conventional day-to-day management actions supplemented with a public response worksheet. This level of effort is satisfactory for actions in which there is local interest but little controversiality.

For *moderate level* public involvement programs, public involvement tools are used at several points in order to systematically collect viewpoints from the public. This level of effort is appropriate for local to regional interest and moderate controversiality.

For *high level* public involvement programs, public involvement tools are used at frequent intervals to insure the public has an opportunity to contribute to the emerging plan. Frequent and systematic public involvement opportunities encourage members of the public to keep pace with the evolution of the plan. Such a program level is appropriate when complex controversial issues are involved and when the range of public interest is widespread.

To evaluate the completion of a stage in a public involvement program, answers to the same general questions above should be specified:

FIGURE 2: ILLUSTRATION OF AGENCY TASKS, PUBLIC TASKS, AND LEVELS OF PUBLIC INVOLVEMENT IN THE PLANNING PROCESS



1. Was public involvement appropriate for this stage?
2. Was the public input pertinent to the problems to be resolved at this stage?
3. Was the public input usable in the form it was gathered?
4. Was contact made with all of the publics concerned with the plan?
5. Was the method of public involvement suitable to the issues to be addressed and the resources available (staff and dollars)?

Evaluation is a formal part of the public involvement program and should be recorded as a memorandum to the files after each major step.

There are several kinds of limitations which prevent the general public from total involvement with planning. The availability of public attention is constrained by commitments to family, work, and other civic obligations. Although some individuals will be able to master the technicalities of planning, the general public may have difficulties with the diversity of issues and interdependence of factors to be considered in planning. As complexity of planning increases, the level of specific attention to methods of communicating planning information should also increase in order to insure the highest level of public understanding possible.

Some limitations of public involvement, however, cannot be overcome. The values the National Park Service is charged to maintain will seldom be represented by any one public interest group. Some public interests will want preservation without development, others will support the development of public services regardless of preservation issues. The responsibility of the National Park Service, however, is to maximize many public values within the limits of preservation and use. The work of the Service must reflect the needs and interests of many citizens, not just those who can attend public meetings. In addition, these values must be assured for generations to come, not for just the generation now living.

Because of the limitations of public involvement, *the responsibilities of the National Park Service are not transferable to the public through the public involvement process.* The task of management should not be reduced to public opinion polling with the various techniques of public involvement. *Management by the public is not an acceptable substitute for management by the National Park Service.* With these limitations of the public involvement program in mind, we can move on to the techniques that will capture the contributions the public can make by the most effective, efficient methods known.

PUBLIC INVOLVEMENT TOOLS

The following is a discussion of the techniques that may be used during a planning endeavor. These techniques are proven methods of obtaining public involvement. The effectiveness of any one technique, however, is dependent on its thoughtful placement in a stream of activities designed to support planning. The stream of activities that is the program for creating public involvement is a joint venture of planners and managers.

The available techniques may be thought of as day-to-day activities, benchmark events, and those special documents that create a traceable record of accomplishments throughout the process.

DAY-TO-DAY ACTIVITIES (Continuing)

One of the most important aspects of public involvement in planning is the daily, weekly, or monthly contacts made by the Superintendent and his staff, possibly including the planning team. These contacts are those made to keep the public informed as to the status of work. They may include brief updates at a Chamber of Commerce meeting, a presentation at the Rotary Club, visitor center displays, ongoing contact with media representatives, etc. Day-to-day activities should involve not only those community interests that are generally favorable and “friendly” to the park, but also those other community interests that may develop opposing stands on important issues.

PRESENTATIONS AT HOME

Presentations at home include any activity or program conducted within the park that is carried out for the purpose of including the public in the planning process.

A number of parks have initiated various in-park programs that complement the planning process. These programs range from simple displays in a visitor center explaining that planning is underway and inviting comment, suggestions, ideas, etc., to campfire-talk workshops conducted to gain visitor input. Other techniques include a “special open house” at ranger headquarters hosted by the Superintendent and special information brochures prepared to stimulate interest and inquiry. Another successful program involves brief explanations of the planning process by park staff members before or after regularly scheduled guided walks or tours with the encouragement to send in thoughts, suggestions, or ideas.

Strengths:

1. Provides an opportunity to contact a very important public – the visitor.
2. Obtains input from other than local or special interests.

3. Involves total park staff in the planning and public involvement process.
4. Creates input from user public.
5. Adds very little cost but provides broader input.

Weaknesses:

1. Cannot be relied upon to represent the interests of organized groups.
2. Cannot accurately or fully represent complex issues.
3. May produce spontaneous rather than thoughtful reactions to issues.
4. Does not stand alone as the total component of public involvement program.
5. Antagonistic interests may not choose to express their opinions in the park setting.

PRESENTATIONS AWAY

Presentations away are those that are carried by the Superintendent, park staff, or planners to groups or organizations outside the park, usually by invitation.

Continuing dialogue about park-related activities with local or regional organizations is fairly common throughout the Service because of the importance of the parks to the local communities within which they are located. Planning then becomes a new topic of interest in that planning decisions may in turn impact the region.

Presentations may be made throughout the planning – in the early stages to inform groups that a plan is underway and later to explain various alternatives to increase understanding.

Presentations may be a simple statement at a regularly scheduled Chamber of Commerce meeting or a more detailed presentation as the central theme for conservation group meeting.

Presentations made away from the park should be subject to full and open disclosure of proceedings to the general public, but transcripts and/or recordings to accomplish this purpose may not be acceptable to the host group. Summarized minutes should be prepared at minimum.

Strengths:

1. Can keep groups informed throughout the planning process.
2. Can increase understanding of planning proposals.
3. Increases visibility of the planning endeavor.

Weaknesses:

1. Material may be presented inconsistently to different groups.
2. Groups that host special presentations may not feel the need to participate in other activities.

ADVISORY COMMITTEES

An advisory committee (board or commission) is a standing body formally established for the purpose of advising or making recommendations to the National Park Service. Operation and management of all NPS advisory bodies are subject to the provisions of the Federal Advisory Committee Act (P.L. 92-463).

National, regional, technical, and park advisory committees are used by the National Park Service.

The National Park System Advisory Board (formerly the Advisory Board on National Parks, Historic Sites, Buildings, and Monuments) was legislatively established to provide advice and recommendations to the Secretary of the Interior. It is the sole national policy board for the Service. Members are selected based on their background or expertise in various fields. Membership recommendations are formally transmitted by the Director, and final selection and appointments are made by the Secretary of the Interior. Presentations to the Secretary's Advisory Board are generally limited to general management plans of national interest.

Regional advisory committees are established by policy in every region of the National Park Service, with the exception of National Capital Region. The committee members are nominated from many sources, including the respective Regional Directors, and appointed by the Secretary of the Interior. The utilization and roles of these committees may vary with the different regions. All general management plans should be presented to regional advisory boards, and other major planning documents are presented at the discretion of the Regional Director.

Park advisory boards are authorized or established by the enabling legislation for a park. The membership of these boards is usually established by the enabling legislation with a limited discretionary appointing authority in the Secretary of the Interior. These committees are established for a specified period of time to advise on matters pertaining to the areas. Any planning documents relating to the park may be presented to the park advisory board at the Superintendent's discretion.

Strengths:

1. Represent a variety of interests and therefore can provide broad insight into planning ideas.
2. Because they are local citizens, can establish credibility of the planning endeavor with the local community.
3. Can provide political support for the Superintendent and the planning effort.
4. A representative committee can reflect general public opinion.
5. Can provide preliminary review of planning ideas and proposals to help strengthen them for later public review.
6. Regularly scheduled meetings can provide a forum for disseminating planning information and clarifying issues.

Weaknesses:

1. Can exert political pressure against a planning effort if members do not agree.
2. Selection of members can introduce bias not representative of the entire range of public interest.
3. General public may not feel membership is representative.
4. May not choose to take an active role in a planning endeavor.

AD HOC COMMITTEES

An ad hoc committee is a temporary committee that addresses a specific issue and recommends solutions. When the issue is resolved, the committee is dissolved.

The Federal Advisory Committee Act excepts from its provisions "any local civic group whose primary function is that of rendering a public service, with respect to a

Federal program, or any State or local committee, council, board, commission, or similar group established to advise or make recommendations to State or local officials or agencies” (P.L. 92-463; 86 Stat. 770, Sec. 4.c.).

Under the circumstances, local citizens may choose to represent their interests by forming a group oriented to continuing a working relationship with the planning and park staff for the duration of the planning effort. Such groups may be used to accomplish a variety of objectives. However, care should be taken to keep their role visible to the larger segment of the public interested in the plan, and to involve the general public as much as possible. Care must also be taken to avoid formalizing a continuing relationship that might bring the group within the purview of the Federal Advisory Committee Act.

Strengths:

1. A properly structured committee can reflect general public opinion.
2. Can provide preliminary review of ideas and proposals to help strengthen them for later public review.
3. Can provide additional political support to the Superintendent and planners within the community.
4. Can undertake study in greater detail than would be of interest to the general public.

Weaknesses:

1. Can exert political pressure against planning effort if members do not agree.
2. Selection of membership can introduce bias not representative of the entire range of public interest.
3. General public may not feel that members are representative.
4. If not properly directed, may not accomplish the purpose for which it was convened.
5. As a voluntary association of citizens, care should be taken to resist the tendency to overburden such groups with excessive work.
6. Because of the voluntary nature of such groups and the possibility of delays and lengthy deliberations, agency work should not become contingent upon services they provide.

KEY CONTACTS

Key contacts are those individuals who are opinion leaders within the local community or region, such as local elected officials, congressmen, media representatives, active members of organized groups, and respected business people and citizens. Moreover, persons or organizations with whom the National Park Service is involved in contracted services represent key contacts whose views must be integrated into management and planning issues (e.g., Cooperative Park Studies Units, concession operators, commercial firms and universities).

Input is sought from key contacts. The emphasis is on gathering their opinions about issues, ideas, etc., not asking them to endorse or support any position.

These contacts can provide valuable insights into such matters as determining the scope of effort by defining the controversiality, lack of credibility, or the need for visibility.

During plan formulation, key contacts may provide sounding boards for ideas, approaches, or concepts before finalization of the same in the plan.

Since such contacts might be viewed with suspicion, input from such contacts should be summarized in writing immediately, and the record filed for future reference.

Strengths:

1. Input can be obtained from informed, influential people, who often can indicate community opinion.
2. Key people can inform others about issues and stimulate input.
3. The involvement of key people can contribute to public understanding and acceptance of decisions.
4. Input can be obtained personally, in depth and detail.

Weaknesses:

1. It is easy to introduce bias in selecting and maintaining contacts.
2. Can reflect overbalance toward local interests.
3. The general public can feel bypassed and may resent decisions that seem to have been worked out with the "big shots." Care must be taken to keep these contacts in the open.

4. If input is oral, based on personal discussion with the key person, it may be difficult to document for the record.

INTERAGENCY COORDINATION

The special needs of a planning endeavor may include coordinating with other local, state, or federal agencies for a mutual understanding and a sharing of information.

In any area, the park affects or is affected by the management and use of the surrounding lands. Because of this, park management is involved in interagency coordination on a continuing basis. Planning in an area may require additional efforts in coordination.

Oftentimes other agencies can provide data needed for the planning project. Through coordination, duplication of data generation can be avoided, thereby reducing expenditures of time and money.

By coordinating with other agencies, unnecessary duplications of facilities and services in adjoining areas can also be avoided. This does not mean planning must be carried out on a regional basis, but through coordination, it can be carried out on an *informed* basis.

Coordination in the review of documents is an established procedure, which is separate from this discussion. However, good interagency coordination on an informal basis can provide localized review comments that can be useful to the plan and create a favorable climate for future park management needs.

Strengths:

1. Can avoid duplication of effort.
2. Can identify conflicts.
3. Can identify needs of visitor, community, and region.
4. Can reflect expert knowledge from relevant, affected group.

Weaknesses:

1. Views of agencies may be narrow or specialized.
2. Views or opinions may reflect ambitions or objectives of responding agency.

BENCHMARK EVENTS

There are several points in the planning process when it may be appropriate to create a special opportunity for the public to contribute to the emerging plan. One such point is at the very start of the data gathering phase when information is needed about community goals and values related to issues to be addressed by the plan. Other points may occur during the alternative composition phase, alternative selection phase, impact assessment phase, draft plan/DES publication phase, and the final plan/FES publication phase. The number of times the public will participate is a part of the scope of effort decision discussed earlier. This special opportunity for public involvement may be called a *benchmark event*.

Benchmark events may involve several different techniques selected for their ability to accomplish certain tasks appropriate to the specific planning phase. Techniques may be selected for their effectiveness in synthesizing diverse viewpoints into common goals (workshops), or their compliance with legal requirements for conducting public business (wilderness hearings). The circumstances which warrant increasing the level of public involvement may also require assistance from outside of the National Park Service. There are commercial firms which specialize in communications programs and provide assistance in public involvement work. Contracting additional assistance is an option for gaining higher levels of public involvement in cases where our manpower capability is inadequate to the need.

Although various combinations of techniques have been used, the following are the basic formats:

SPECIFIC FORMATS

Self-Guided Workshops

The purpose of a self-guided workshop is to create an opportunity for public discussion and selection of common objectives to give direction to the plan. Volatile and controversial issues are also identified but in a manner that preserves their identity as conflicting viewpoints of members of the community. After introductions and orientation are provided by the National Park Service, *self-guided workshops are conducted by the public themselves.*

A self-guided workshop proceeds in three stages: the orienting stage, the workgroup stage, and the reporting stage. The first stage includes introductions of people and problems including a review of legislation, policy restrictions, and other influences that may constrain the scope of the future plan. During the workgroup stage, people who come to the workshop are randomly assigned to groups for the purpose of discussing what the plan should address. The method of discussion is defined by instructions provided to a randomly selected leader of each group. The goal of workgroups is to define a fixed number of objectives the group agrees to be desirable objectives for the plan. During the reporting stage the spokesperson of each workgroup reports the objectives to the other members of the public and to the Service.

Strengths:

1. The small group format enables many people to speak in a limited amount of time.
2. The self-administered instructions relieve citizens of the immediate scrutiny of officials while they discuss their ideas.

3. Random selection of group leaders reduces the chance for grandstanding by any one person.
4. Participation is encouraged by the neighborly atmosphere of citizen-conducted small group meetings.
5. Government personnel are not cast into center stage.
6. Requires a minimum of government personnel to conduct the meeting.
7. Encourages participants of mixed interests to work together.
8. Stimulates issue resolution (conflicting to corresponding, vague to precise, impractical to practical).
9. Increases participants' awareness of the variety of interests and opinions with which the plan must deal.
10. Provides an action focus for participants' energy, interests, and creative ability.
11. Is inexpensive and does not require special expertise or lengthy training to conduct.
12. Tends to highlight popular (frequently mentioned) goals.
13. Minimizes opportunities for controversy.
14. Citizen priority lists can be analyzed to produce qualitative and quantitative indicators of public comments.

Weaknesses:

1. Success of individual groups is somewhat dependent on the effectiveness of the discussion leader.
2. Literary content of the final lists depends on the skill of the group recorder.
3. *Planning team does not generally hear the discussions in small groups and must depend on final lists prepared.*
4. Requires a more accurate estimate of expected attendees than formats which rely less on materials prepared in advance.

5. Offers little opportunity for citizens who wish to have a political arena in which to express their viewpoints.
6. Local input predominates over regional or national participation.
7. Can be effectively used only at a certain time in the planning process.

Guided Workshops

The purpose of guided workshops is to create an opportunity for public discussion, debate, and clarification of issues surrounding a plan. People need to learn about government proposed action and how that action would affect their neighbors as well as themselves. If arguments, self-interests, and beliefs are given an opportunity to be expressed, the opportunity to correct rumors, provide factual information, and create mitigating elements for the plan is also established.

Responding to the fact that *public opinion is seldom organized or consistent over time*, guided workshops create an opportunity for public judgment to crystallize and become consistent. Management decisionmaking is eased to the extent that the atmosphere of public opinion is clear.

A guided workshop is characterized by two activities, facilitation of commentary and recording of ideas. Facilitation is a method of verbal communication intended to clarify messages by reducing the distracting effects of emotion-laden, overstated, and politicized speech. The purpose of facilitating communication is to understand, clearly and simply, what is being expressed. Not all communication is of a political nature. Facilitating nonpolitical communication serves to check accuracy of what is being heard. Recording is the creation of a written record of the points being made. This is normally done with a large notation pad completed in full view of the people in attendance. The joint effects of facilitating and recording are to maintain a focus on the topic and guard against broadening the problems beyond the administrative capacity of the Service.

Strengths:

1. Can be used with large audiences.
2. Establishes an informal atmosphere that is conducive to openness.
3. Increases participants' awareness of the variety of interests and opinions with which the plan must deal.
4. Recorded public input is displayed so that misinterpretation of public comment can be identified and corrected.

5. NPS personnel hear input firsthand and have an opportunity to clarify ideas or comments for their own understanding.
6. Requires a minimum of government personnel to conduct the meeting.
7. Facilitating techniques can be used to ease tensions, clarify statements and foster common understanding.

Weaknesses:

1. Agency personnel are on center stage – participants speak to the National Park Service instead of each other.
2. Recordings have little utility outside of the meeting – they cannot be analyzed or used as indicators of public commentary.
3. Facilitation and recording require personnel trained in public speaking techniques.
4. Success is highly dependent on public speaking skills of NPS personnel.

Panel Discussion Meetings

The purpose of a panel discussion is to provide expert testimony and detail to the public after a document has been produced. Planning considerations and management decisionmaking may involve complicated issues in a number of professional areas. A panel of experts can provide the public with the full array of technical information pertinent to any planning idea or management decision. Panels may be convened and hosted by interests other than the National Park Service. Panels may be composed of professionals with alternative viewpoints for the purpose of accurately representing the various interpretations of information upon which the Service must base its management decisions. Panels are primarily oriented to information-giving although question-and-answer exchanges are often a part of the format.

The formal version involves several experts seated in front of an audience. Information exchanges between the audience and experts may be subject to facilitating commentary by a moderator.

An informal version of the panel discussion involves experts, seated at tables on which materials pertinent to their facet of the plan are displayed. Citizens visit the displays, chat informally with the experts, and remain as long as questions exist.

Strengths:

1. In the informal format, citizens receive individual treatment by experts in the area of their concern.
2. In the informal format, answers to questions can be geared to the citizen's technical level of understanding.
3. In the informal format, controversial issues can be factually treated in detail.
4. In the informal format, feedback goes both ways, agency to public and vice versa.
5. In the formal format, audience is exposed to all testimony on technical details.
6. In the formal format, large audiences can be addressed.

Weaknesses:

1. In the informal format, individual answers are not broadly available to all persons who may be concerned with a particular issue.
2. In the informal format, graphic aids should be prepared (but they may be prepared with inexpensive, on-hand materials).
3. In the formal format, answers given in public may be too simple or too complicated for some citizens and generate lengthy commentaries.
4. In the formal format, discussion can be time consuming and boring to those not interested in the details.
5. In the formal format, expensive graphic aids should be prepared (aids suited to viewing by large audiences).
6. In formal format, feedback from the public is constrained.

Public Forum Meetings

The purpose of a public forum meeting is to provide for the formal presentation of public viewpoints in cases where alternative perspectives are based on values and interests other than those represented by the government perspective. The major difference between a public forum and the guided workshop discussed earlier is the formality and degree of complexity of arguments which members of the public wish made known.

A public forum is organized so that members of the public have an opportunity to present their viewpoints both to other citizens and to the agency itself. A podium may be positioned so that speakers address an audience composed of other members of the public and agency representatives alike or positioned so that they face the agency representatives. Microphones may be placed in the audience and speakers may make their presentations from the audience to the panel of government representatives. Presentations are normally formal and may involve prepared as well as extemporaneous statements from organized interest groups. Premeeting sign-up is often required with limitations on duration of presentations and rules of decorum. Written copies of presentations may be prepared by presenters. A tape recording is normally made, and copies of transcripts of the recording may be requested by the public.

Strengths:

1. Provides the public and public interest groups an opportunity to present systematic proposals, opinions, and perspectives.

Weaknesses:

1. Offers limited opportunity for open and informal discussion.

Hearings

The hearing is a traditional means of conducting public business. It is a formal meeting with formal procedures convened by an independent hearing officer and recorded by a contract stenographic service. The hearing format satisfies certain legal requirements for public involvement but should not be confused with other techniques that are better suited to satisfying the social need for information distribution in public administration. Hearings should not be held unless specifically required by law (i.e., wilderness hearing).

Strengths:

1. Complies with legal requirements.

Weaknesses:

1. Intimidates general public.
2. Fosters participation by organized interests.

Direct Mail: The Alternative to Meetings, Workshops, etc.

Sometimes a benchmark event may not require an open forum to achieve the objective of public review. In these cases, the manager may elect to simply make a document available to the public by mail. This may be accomplished by notification in the Federal Register and local media and by personal letters to individuals or groups.

Copies of the planning document may be mailed directly to the individuals or organizations who are listed on the mailing list (see section II, Identification of Publics and Public Interest) or sent only on request. In the interest of planning economy, a combination may be a more viable alternative, that is, send one copy of the document to organizations and send a letter to individuals on the mailing list indicating availability of the document on request. Summaries of larger documents may also be used for bulk mailings, with complete document being mailed on request.

Strengths:

1. Provides opportunity for review by those most interested.
2. Individual input is not exposed to the public so there is no pressure to conform to a particular view or fear of expressing opposing views.
3. Written responses tend to focus on issues.
4. Citizens can comment at their convenience and do not have to schedule their time to attend meetings.
5. Requires no special preparation and is inexpensive.

Weaknesses:

1. Does not provide the opportunity to clarify proposals or misunderstandings immediately.
2. Mailings can become time consuming.
3. Does not provide as much visibility of the planning process.
4. Eliminates the opportunity for personal contact between agency people and the public.
5. Care must be taken to make document availability widely known, otherwise the suspicion that we are trying to hide something may arise.
6. Measurement of intensity of opinion(s) registered is difficult.

GENERAL GUIDELINES

Because benchmark events are typically goal oriented, may involve important preparation, and often require some special training, the following additional guidelines may be of use.

Announcements of Benchmark Events

Once the inventory of probable public interests is made (see Figure 1), a study of the effective means of communicating with these publics should be undertaken. The initial effort to involve the public should strive to inform *all citizens* of the opportunity to participate. The word can be delivered by a variety of means: church bulletins, school bulletin boards, county newsletters, news media, neighborhood want ad bulletins, posters, handouts at shopping centers, programs in parks, announcements by the interpretive staff, displays, etc. Every community will have several effective methods by which residents learn about ongoing events. It is important to discover and use the methods of communication that serve the people. *Random sampling should be avoided because it restricts public involvement, interrupts the natural formation of interest along the lines of existing community values, and may stimulate hostility among citizens who are continually involved with park management but who happen not to have been involved in a random selection.* Announcement of benchmark events in the Federal Register should follow established Departmental and NPS guidelines.

Preparation

Benchmark events involve many apparently small tasks that can severely affect the success of a meeting if not conscientiously performed. Locations should be chosen with sensitivity for travel times, which may affect the ability of some groups or individuals to participate. Meeting times may also affect the opportunity of certain people to take part. Detailed attention may be required to prepare audio equipment, graphics, handouts, copies of legislation, signs to guide citizens to meeting areas, name and address cards, etc.

The inventory of things that can go wrong is infinite. Every meeting facility will have hidden boobytraps, snares, inoperative equipment, distracting noises, etc. It is important to clearly define responsibilities for preparatory details. The minimum requirement for conducting a meeting is two people, one to be responsible for appearing before the public and one to be responsible for support activities (getting people seated, answering informal questions, orienting latecomers, distributing working materials, discovering dried-out magic markers, etc.).

Training and Assistance

These guidelines are not intended to provide "how to" level detail. Bibliographies and recent articles are available from the Denver Service Center, as is consultation on techniques, determining scope of effort, and available training. Regional Public Involvement Coordinators will provide project specific assistance (news releases, training, graphic aids, etc.).

DOCUMENTS

The purpose of written material that may be prepared in support of planning is to convey to the agency (through workbooks and worksheets), back to the public (followups), and into the administrative record, the various kinds of ideas, criticism, and analysis the public is willing to provide concerning the emerging plan.

WORKBOOKS

At the alternative development stage of planning, the various ways of accomplishing goals of the planning effort may be abstracted and displayed in a book with space for written comments about why one is for or against any given idea. *The objective of presenting material in workbooks is to discover the reasoning of the public about each alternative.* For example, public responses may be based on misinformation that can be corrected in the course of subsequent public involvement. Unfavorable reaction to an alternative can be based on objectionable wording that can be corrected by a clearer explanation of what is to be undertaken. The public can point out real oversights or incompatibilities, and public rationale can stipulate circumstances under which an alternative would be objectionable. In short, knowing why people feel the way they do can provide valuable guidance to correcting future proposals and/or helping the decisionmaker choose between alternatives.

The major benefit of the workbook is that it serves to organize public commentary by specific issue and by supporting and nonsupporting rationale, respectively. A workbook presents this commentary in a readily usable form in contrast to tape recordings of meetings. Also, since the reasoning is written out, the comments tend to be thoughtful rather than spontaneous reactions. The alternative of coding

miscellaneously expressed views (from telephone, mail, or personal contacts) is an expensive and inexact method of organizing information for use by the agency.

Workbooks are often mailed to participants in earlier phases of the public involvement program, placed in libraries, sent to representatives of public interest groups, and/or taken to the public as part of day-to-day meetings and benchmark events. Workbook distribution depends on the maintenance of a mailing list of the public concerned with the plan. In the interests of economy it may be necessary to distribute workbooks on a request-only basis by mailing return postcard notices of the availability of this planning tool.

Strengths:

1. Workbooks do not require approval by the Office of Management and Budget.
2. Public comments are organized so that large numbers of perspectives can be systematically taken into account. (Material can be organized by issue, site, support or nonsupport of an issue, or by any one of several other possibilities.)
3. Written arguments are generally more thoughtfully prepared and may be a better indicator of public viewpoints than extemporaneous statements.
4. Written arguments contain more information about why people feel as they do and may reflect factual considerations not otherwise discoverable.
5. Space for restatement of planning ideas can lead to new ideas or alternatives not otherwise discoverable.

Weaknesses:

1. Coding of responses is required and some form of synthesis of content must be accomplished.
2. Poor design and editing of workbooks can totally subvert their intended effect; jargonistic, vague, conceptual language often causes public confusion.
3. The necessity for allowing space for commentary and creating formats which can be disassembled for analytical purposes may involve seemingly voluminous documents.
4. If used as a mail out, eliminates the opportunity for personal contact between agency people and the public.

WORKSHEETS

Worksheets are public response sheets inserted into documents released during the alternative assessment stage. The objective of including a worksheet is to provide a brief but organized and comparable format for the expression of public views about detailed alternative actions.

One version of the worksheet is the Plan Review Guide. This "cut and mail" guide is intended to encourage issue-specific feedback but provides limited space for commentary. Alternative selection by the public is prompted by such leads as: "After reviewing this summary, I have decided to support the following: (cite code letters). If any change could be made, I think the following element is most in need of improvement:" or "After reviewing boundary adjustments, I would like to comment on the following area (circle the areas you want to discuss and enter your comment in the space provided):".

Strengths:

1. Resolves problem of gathering commentary at a point in planning when issue complexity is high and detailed criticism is needed but public opinions tend to be too generalized to be useful.
2. Does not require clearance by the Office of Management and Budget.

Weaknesses:

1. Complex worksheets can become awkward.
2. Analysis of cross-comparison matrices is difficult and of limited use.
3. Analysis of Plan Review Guide is an additional cost not normally accounted for in preplanning budgeting.
4. If used as a mail out, eliminates the opportunity for personal contact between agency people and the public.

FOLLOWUPS

Virtually all benchmark events as well as many day-to-day activities require some form of feedback report to the public. Followups may include newsletters, news releases, letters, etc. Feedback followups serve as corrective measures that insure against misunderstanding. They serve, as well, to reiterate accomplishments so that public

awareness of the pace of activities is enhanced: The public hears what goes on in the meeting and then reads what went on. To the extent that followups are broadcast to an audience beyond the original participants, they can stimulate the interest of new publics and alert a broader cross section of people to the kind of information being received. Followups stimulate continued interest by people who initially attended a meeting and are then satisfied with information about what takes place in subsequent meetings. Members of the general public, knowing about efforts to broadcast proceedings, may take the initiative and ask to be included on a mailing list but may never wish to attend a meeting. There is no discussion of followup strengths or weaknesses because no evaluation is necessary. *Any use of workbooks, worksheets, or any technique selected for benchmark events requires some form of followup.*

RECORDS

Simple record-keeping devices can be created to resolve the complexity of public involvement program management. One of the most valuable tools is the name and address card. Various formats have been used, but one of the most useful is the neatly printed form (Figure 3) with space for name, address (including ZIP code), interest group membership, occupation (for the purpose of locating government officials and/or other professionals who may have special interests), and age (to compare the characteristics of the public expressing interest to the general public residing in the area). Cards are stored for the duration of the planning and are used to deliver followups as well as to maintain a record of growing public interest.

An important public which is difficult to involve in our planning process is the visitor from outside of the local area. An effective way to provide an opportunity for involving visitors is the mailback postcard (Figure 4). These cards may be passed out at an entrance station during the visitation season prior to the start of planning.

Other records can become important backup, such as tape recordings and transcripts (which tend to be costly to use in terms of manpower), meeting summaries and stenographic notations, and memoranda of calls.

Records of key contacts and invited presentations should also be kept as a portion of the record of planning. These records should include the person or organization with which the session was held, a synopsis of topics discussed, and any agreements reached during the session.

A file of news clippings concerning the planning endeavor should be maintained. These can be an indicator of the scope of media coverage and the clarity of presentations. Opportunities to correct any misunderstandings in coverage should be sought.

FIGURE 3: NAME AND ADDRESS CARD

	PLEASE PRINT
Your Name: _____	
Mailing Address: _____	
City: _____ ZIP: _____	
Please list groups you are a member of or represent:	
A) _____	
B) _____	
C) _____	
D) _____	
Your Occupation: _____ Age: _____	
WE WOULD LIKE TO HEAR YOUR REMARKS ABOUT THIS MEETING ON THE BACK SIDE OF THIS CARD. THANKS FOR COMING! ! !	

FIGURE 4: MAILBACK POSTCARD TO REGISTER PUBLIC REQUESTS FOR PARTICIPATION IN PLANNING PROCESS

DI-40
(July 1935)

**UNITED STATES
DEPARTMENT OF THE INTERIOR**

OFFICIAL BUSINESS

POSTAGE
AND FEES PAID
U.S. DEPARTMENT
OF THE INTERIOR



Superintendent

Great Oaks National Park

Somewhere, U.S.A.

Attention; General Management Plan

16-44857-5

Dear Superintendent:

I would like to help prepare the General Management Plan for Great Oaks National Park, Please include me as part of your public involvement program.

Name: _____
Mailing Address: _____
City: _____ State: _____ ZIP: _____

Optional: Please list groups you are a member of or represent.

A. _____
B. _____
C. _____
D. _____

Your Occupation: _____ Age: _____

RESPONSIBILITIES

Figure 5 depicts an example of the distribution of responsibilities for public involvement procedures. Denver Service Center involvement presumes that funding and programming exist and are adequate to the tasks assigned to it. The administrator of each office will be responsible for developing the best method of office organization and personnel assignment to carry out these responsibilities. Overall, final responsibility resides jointly with the Park Superintendent and Regional Director.

FIGURE 5: RESPONSIBILITY FOR PUBLIC INVOLVEMENT: ROLES AND FUNCTIONS

<u>FUNCTION</u>	<u>ROLE</u>			
	<u>PARK</u>	<u>REGION</u>	<u>DSC</u>	<u>WASO</u>
Developing a public involvement program:				
Setting program objectives	Initiates	Reviews/ Approves	Consults	—
Determining scope of effort	Initiates	Reviews/ Approves	—	—
Identifying information needs & uses	Consults	Consults	Initiates	—
Defining publics and methods of contacting publics	Initiates	Consults	Consults	—
Determining the schedule of public involvement and planning sequence	Consults	Reviews/ Approves	Initiates	—
Selecting the method for each session with the public	Consults	Initiates	Consults	—
Conducting public involvement sessions:				
Contacting publics, persons, groups	Initiates	Supports	—	—
Preparing media releases	Initiates	Reviews/ Approves	—	—
Preparing materials for session	Supports	—	Initiates	—
Arranging meeting times & locations	Initiates	—	—	—
Introduction & orientation at session	Superintendent	—	—	—
Conducting the meeting	Trained personnel as available			
Follow-up communication with public:				
Summarizing meeting transactions	Initiates	Reviews	Consults	—
Evaluation & analyzing materials	Consults	Reviews	Initiates	—
Preparing feedback	Reviews	Initiates	Consults/ Reviews	—
Preparing & maintaining mailing list	Initiates	Supports	—	—
Mailings	—	Initiates	—	—
Training, Policy, Guidelines, Consulting	—	—	Supports	Initiates

Initiates: Prepares first rough draft of written material; carries out first action in establishing contacts; starts administrative procedures

Consults: Guides and advises technical work; aids in locating guidance material; adds perspective; cautions about problems; assists in selection of solutions

Reviews: Examines content for policy and procedural requirements, internal consistency, and correspondence with task objectives

Approves: Authorizes action

Supports: Provides manpower and material assistance

As the nation's principal conservation agency, the Department of the Interior has basic responsibilities to protect and conserve our land and water, energy and minerals, fish and wildlife, parks and recreation areas, and to ensure the wise use of all these resources. The department also has major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

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