U.S. Department
of Transportation
**Federal Aviation
Administration**

Advisory Circular

Subject: Community Involvement in Airport Planning	**Date:** 10/28/2019	**AC No:** 150/5050-4A
	Initiated By: APP-400	**Change:**

1 **Purpose.**

This advisory circular (AC) provides information on community/public involvement in airport planning. It describes changes in standards and expectations for community involvement in airport planning since FAA drafted the previous version of this AC.

2 **Cancellation.**

This AC cancels AC 150/5050-4, *Citizen Participation in Airport Planning,* dated September 26, 1975.

3 **Application.**

1. This AC is intended to advise airport sponsors, planners, and the public on the benefits of early public participation in airport planning, and the methods by which this participation may be achieved. It should also be used by FAA personnel when advising airport sponsors and planners on public involvement matters.

2. Certain laws and regulations described in this AC require public participation and set minimum standards for public outreach. This AC describes such legal requirements and offers methods to comply with such requirements. However, this AC does not constitute a regulation and is not legally binding in its own right. It will not be relied upon as a separate basis by the FAA for affirmative enforcement action or other administrative penalty. Conformity with this AC is voluntary, and nonconformity will not affect rights and obligations under existing statutes and regulations.

4 **Availability.**

This AC is available on the [FAA website](#).

5   **Principal Changes.**

This AC:

1. Updates the previous version of AC 150/5050-4, *Citizen Participation in Airport Planning*.

2. Highlights that community involvement should be tailored to the scale of the specific action and needs of a community. This is in order to make informed decisions that can lead to a better outcome for airports and local stakeholders.

3. Recognizes that community involvement programs are potentially eligible for federal funding through the Airport Improvement Program (AIP) when they are part of airport projects that are themselves eligible and justified for AIP funding. However, though this AC discusses what may be eligible, neither statements in this AC nor use of this AC establishes eligibility or justification for AIP funding or Passenger Facility Charges (PFC). For information on AIP or PFC eligibility and justification, refer to FAA Order 5100.38, *Airport Improvement Program Handbook* (Appendix N) and FAA Order 5500.1, *Passenger Facility Charge Handbook*.

4. Reiterates the need for community involvement on planning and studies receiving federal funding, or which require FAA approvals for implementation.

5. Offers community involvement strategies for airport master, layout, and sustainability plans, environmental reviews prepared in accordance with the National Environmental Policy Act, 14 Code of Federal Regulations (CFR) Part 150, *Airport Noise Compatibility Planning Studies,* and 14 CFR Part 161, *Airport Noise and Access Restriction Applications.*

6. Recognizes techniques and tools for community involvement since publication of the last AC, including online resources and current technologies

6   **Feedback on this AC.**

If you have suggestions for improving this AC, you may use the Advisory Circular Feedback form at the end of this document.

Robert Craven
Director, Office of Airport Planning and Programming

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CHAPTER 1. NEED FOR COMMUNITY INVOLVEMENT

1.1   **Use of this Advisory Circular (AC) and Intended Audience.**

1.1.1   This AC provides a general approach to community involvement during airport planning. It is intended to help airport sponsors develop community involvement programs that will improve the planning and decision-making processes for airport development, and ensure stakeholders are involved in these processes. This AC is also intended to be a reference document for FAA staff responsible for overseeing airport planning or community involvement efforts, and airport consultants who provide technical services to airport sponsors and FAA.

1.1.2   For the purposes of this AC, "sponsor" or "project sponsor" are the entities responsible for conducting a community involvement program.[1]   They are used interchangeably throughout this AC. The terms "community involvement," "public involvement," and "public participation" are also used interchangeably throughout this AC. These terms represent the involvement of communities and members of the public that may be interested in an airport's development proposals during the planning process.

1.1.3   The FAA's commitment to community involvement, and general tools and techniques that can be used for effective community involvement, are described in the FAA's Community Involvement Manual (CIM). FAA's CIM provides guidance on community involvement for FAA employees who are planning, conducting, or approving aviation actions with potential environmental issues that raise concerns within a community. For more information, please refer to **Appendix C, Applicable Laws, Regulations, and Guidance.** This AC complements the CIM by providing detail on community involvement for airport planning.

1.1.4   Though there are a variety of stakeholders in airport planning, this AC focuses on the residential community and how to involve them through outreach.

1.2   **Organization of this Advisory Circular (AC).**

1.2.1   The four chapters of this AC establish the basis for and advantages of community involvement in airport planning, and highlight the major phases of a community involvement program:

1.   Need for Community Involvement – establishes the basis for and advantages of community involvement in airport planning.

2.   Planning for Community Involvement – outlines initial considerations for airport sponsors when planning a community involvement program.

3.   Designing and Implementing a Community Involvement Program – provides information on appropriately designed and effectively implemented community involvement programs

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[1] For the purposes of this AC, a project sponsor can include an airport owner or operator, FAA (when FAA prepares an Environmental Impact Statement or certain Environmental Assessments under NEPA), or a state in FAA's State Block Grant Program that prepares airport planning and environmental documents.

for airport planning. This chapter also describes tools and techniques sponsors can use for community involvement.

4. Documenting and Concluding a Community Involvement Program, and Assessing Effectiveness – provides information on documenting community involvement methods used by a sponsor for an airport planning project, documenting input, responding to input, and preparing final community involvement reports for a project file or administrative record.

1.2.2   The AC also includes appendices with more information laws, regulations, and orders that call for community involvement, community involvement tools and techniques, and sources for more information on the topic.

1.3   **Background.**

1.3.1   The public's desire to be actively involved in plans and proposals that may affect them is fundamental. The community around an airport are key aviation stakeholders, along with airport operators and users, aviation industry groups, environmental advocates, local government and metropolitan or regional planning agencies, business and industry, environmental resource agencies, and elected officials (see **Appendix A, Acronyms and Abbreviations,** and **Appendix B, Glossary,** for stakeholder definitions).

1.3.2   Because the community around an airport are key stakeholders, FAA either encourages or requires airport sponsors to seek opportunities for public participation at many levels of airport planning, from a national or state aviation plan[2] to a project-specific environmental impact analysis.

1.3.3   Public involvement is often a component of the primary airport planning processes:

- Airport master planning.
- Airport layout plans (ALP).[3]
- Airport sustainability planning.
- Title 14 Code of Federal Regulations (CFR) Part 150, Airport Noise Compatibility Planning.

Note: There are also descriptions of public involvement requirements for environmental impact analyses prepared in accordance with the National Environmental Policy Act of 1969 (NEPA).[4]

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[2] See AC 150/5070-7, *The Airport System Planning Process*, for additional information on these documents.
[3] Public involvement requirements for ALPs are often triggered during environmental review and are satisfied during that process.
[4] Environmental review is often considered distinct from the airport planning process. There are also separate regulations and orders for environmental review. But it is treated as planning in this AC because (1) environmental review triggers and satisfies public involvement for certain airport plans (such as ALPs, as noted above), and (2) airport planning and environmental review must be closely linked to ensure seamless implementation of airport improvement projects.

1.3.4   Even when community involvement is not a requirement for an airport project, it is recommended because community involvement can improve the planning process. It is also possible to efficiently incorporate community involvement into a planning process.

    1.3.4.1   Legal requirements for community involvement are not burdensome. They also offer considerable flexibility in implementation. Airports can use various methods to obtain input and resolve issues.

    1.3.4.2   Airports can seek opportunities to efficiently and concurrently satisfy public participation requirements, so long as they do not minimize the public's opportunity to participate in the planning process.

    1.3.4.3   In many instances, a public participation program will (and can) overlap or run concurrently with another community involvement effort.

1.3.5   The extent of community involvement for an airport project can vary greatly depending on airport size, community, environmental characteristics, complexity of proposed development plans, and level of anticipated controversy or opposition. Regardless of the methods, timing, and scope, community involvement should help ensure a seamless transition from planning to later stages of project development (design, construction, mitigation, etc.). Community involvement should also be conducted to the extent required to make informed decisions that can lead to better outcomes for the airport and community.[5]

1.3.6   The FAA also encourages airports to look beyond the immediate needs of a project or study when conducting community involvement. This is in order to build ongoing relationships with local communities based on mutual understanding and trust.

1.4   **FAA's Community Involvement Policy.**

1.4.1   Published in 1995, *FAA's Community Involvement Policy Statement* establishes the agency's commitment to community involvement.[6] The goals of the policy are to:

- Provide active, early, and continuous public involvement.

- Offer reasonable public access to information.

- Give the public an opportunity to comment prior to key decisions.

- Solicit and consider input on plans, proposals, alternatives, impacts, mitigation, and decisions.

1.4.2   The intent of these goals is to improve the effectiveness of FAA's public involvement activities, ensure well-informed decisions, and encourage innovative methods for involving the public. This AC, in conjunction with the CIM, provides guidance on how to implement the policy for

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[5] AC 150/5070-6, *Airport Master Plans*, and the Airport System Planning AC.
[6] The policy statement is published as Appendix 10 of *FAA Order JO 7400.2, Procedures for Handling Airspace Matters*.

airport projects. A list of relevant regulations and guidance is in **Appendix C, Applicable Laws, Regulations, and Guidance.**

1.4.3   For airports in the National Plan of Integrated Airport Systems (NPIAS), early coordination with their local FAA Office of Airports (ARP) Regional Airports Division or Airports District Office (ADO) is essential when there is a public involvement requirement for actions requiring an FAA decision. In all cases, FAA is involved to ensure that community involvement meets the need for an airport planning project or subsequent FAA approval, and follows requirements and policy for community involvement.

1.5   **Roles in the Community Involvement Process.**

1.5.1   Airport Sponsors.

1.5.1.1   For most airport sponsors, the goals of community involvement are to engage local residents, the general public, and other stakeholders in discussions of airport planning or development objectives, establish a forum for public input on the objectives and how they can be achieved, and ensure a seamless transition from planning to later phases of project development. In addition, sponsors that have received FAA Airport Improvement Program (AIP) grants must comply with FAA grant assurances that require public involvement. Demonstrating effective community involvement is often an element of most major federal airport approvals and may be related to AIP eligibility. Most airport sponsors are aware of the need to complete airport planning studies on time and within budget while keeping these requirements in mind, and to plan an adequate community involvement process.

1.5.1.2   Generally, airport sponsors are responsible for developing, implementing, monitoring, and documenting a community involvement program, plan, or process. They are often the most familiar with proposed airport development and stakeholder issues. Airport sponsors will often direct the master planning process, Categorical Exclusions (CATEX) and most Environmental Assessments (EA) under NEPA, and Part 150 studies that call for public involvement. Airport sponsors are also responsible for engaging with and keeping FAA informed on the progress of community involvement.

1.5.2   FAA.

1.5.2.1   The FAA is committed to open and effective public participation. The FAA believes effective community involvement is important when airports are making decisions that affect the public.[7] The FAA expects airport sponsors to cultivate an ongoing and constructive dialogue with the community through outreach and involvement. Airports should, to the extent practicable, be

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[7] FAA Community Involvement Manual, available under the Policy, International Affairs and Environment Environmental Policy and Guidance section of the FAA website.

compatible with surrounding communities. Airports should also balance the needs of aviation, the environment, and the community.[8] Achieving this balance requires an understanding of the community and its use of airport services. Maintaining good relationships with stakeholders is good business for airport sponsors. It also furthers FAA's mission to ensure a safe and efficient National Airspace System.

1.5.2.2   The FAA generally assists airport sponsors with developing or enhancing public involvement programs for airport planning by providing guidance and input on those programs. In some cases, FAA may also participate in planning studies and provide technical support during public involvement activities when invited to do so. In other cases, FAA participation in a sponsor's public involvement program may be a statutory or regulatory requirement. FAA may also lead the public involvement effort. Two examples are the preparation of an Environmental Impact Statement (EIS) under NEPA and with the airport sponsor's concurrence, some EAs that have the potential to become an EIS after further analysis. In these cases, FAA is responsible for directing the work, including the public involvement program

1.5.3   The Public.

1.5.3.1   The public expects openness and transparency on airport planning and development that may impact them. In these cases, they also expect opportunities to be involved in the planning process. Through involvement in airport planning, communities can better understand the process and challenges airports face for certain aspects of the process, such as decision-making involving trade-offs (i.e., between capacity requirements and noise, or other environmental factors). Ultimately, communities can help airport sponsors achieve development objectives while ensuring their input is considered.

1.5.3.2   Mistrust or misinformation between airport sponsors and communities can complicate a community involvement program. The public generally views airports as being similar to other government agencies (such as public transportation agencies).[9] The public expects these agencies to provide current, understandable, and factual communication, especially when it relates to major planning studies. The public also expects to have opportunities for input on those studies. FAA and airport sponsors should be aware of these expectations. They should specify when community concerns and interests will be considered in a planning process that could affect them.

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[8] FAA Report on the National Plan of Integrated Airports Systems (NPIAS), 2019-2023, P. 1.
[9] Transportation Research Board, Airport Cooperative Research Program, Report 15: *Aircraft Noise: A Toolkit for Managing Community Expectations,* Washington, D.C., 2009.

1.6   **AIP and Funding Community Involvement.**

1.6.1   The need for community involvement is grounded in aviation law and [FAA Order 5100.38, *Airport Improvement Program Handbook*](#),[10] which requires the Secretary of Transportation to only approve an application for an airport improvement grant when "It has given fair consideration to the interest of communities in or near where the project may be located."[11] When undertaking any airport improvement project, the sponsor must demonstrate "it has undertaken reasonable consultations with affected parties using the airport where the project is proposed."[12] For projects involving the location of an airport, an airport runway, or a major runway extension, there are specific outreach standards, including providing an opportunity for public hearings and other requirements.[13] In addition, certain eligible planning projects subject to environmental review may have independent requirements for public participation.[14]

1.6.2   A community involvement program can generally be supported by AIP or State Block Grant Program funding if it is part of an eligible and justified project.[15] Proper planning can ensure that a community involvement program meets project needs, is reasonable, and can be funded with AIP grants. The same criteria used to establish AIP eligibility and justification would also be applied to community involvement, including the following:

- The project advances an AIP policy (contained in 49 United States Code [U.S.C.] § 47101).

- The project needs or requires public involvement.

- The scope of public involvement is required to obtain the full benefit of the project.

1.6.3   For large and medium-hub airports, regular meetings of the local metropolitan planning organization (MPO) and state agencies, airport sponsors, and other project participants are eligible for AIP grant funding when these groups agree to participate in a community involvement program. For smaller airports, a limited number of public meetings are eligible when associated with an eligible airport project (and provisions for are included in the planning grant scope of work). Public hearings and community involvement sessions that facilitate informed decision-making are also eligible, as well as printing a reasonable number of reports and graphics, and providing electronic media (such as compact discs or thumb drives) that provide information on a project.

1.6.4   However, though this AC discusses what may be eligible, referring to or using this AC does not establish or ensure project eligibility, or justification for AIP funding or Passenger Facility

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[10] The AIP Handbook provides information to FAA Office of Airports (ARP) personnel and airport sponsors on the AIP Program, the primary source of federal grants-in-aid for airport development.

[11] Grant Assurance 7, in Grant Assurances: Airport Sponsors, available on the [AIP Grant Assurances webpage](#), and 49 USC 47106(b)(2). Also see AIP Handbook Section 3-20, "Consultation with Airport Users."

[12] Grant Assurance 8, in *Grant Assurances: Airport Sponsors.*

[13] Grant Assurance 9, in *Grant Assurances: Airport Sponsors.*

[14] See [FAA Order 5050.4, *NEPA Implementing Instructions for Airport Projects*](#), the Airport Master Plan AC, and [AC 150/5020-1, *Noise Control and Compatibility Planning for Airports*](#).

[15] Refer to the AIP Handbook for information on project eligibility and justification.

Charges (PFC). For information on AIP or PFC eligibility and justification, refer to FAA Order 5100.38 (Appendix N) and FAA Order 5500.1, *Passenger Facility Charge Handbook*.

1.7 **Advantages of a Comprehensive Community Involvement Program.**

Community involvement will simultaneously inform and involve the community in discussions about airport projects. This can build goodwill and formulate ongoing relationships with engaged stakeholders before there is controversy. A comprehensive community involvement program can fulfill several objectives simultaneously:

- **Helps lay the Foundation for a Successful Project Outcome.** When the public feels it has provided meaningful contributions to the airport planning process and input was fully considered, it is more likely to understand and accept the conclusions and decision. For any airport project, the more time an airport invests up front to understand the community and its concerns, the better the chance of achieving a successful outcome. Airports can more easily identify issues and incorporate them into the planning process.

- **Helps Establish Clear Goals for Public Involvement.** A well-defined role for the public in airport planning enhances the likelihood of successful project delivery. From the outset, it is important to be clear with the public about when the airport sponsor is seeking public input, and for what purpose.

- **Provides Opportunities for Public Input and to Exchange Information.** Open exchange of information among stakeholders builds trust, improves relationships, and provides a forum to obtain data for airport studies. In this exchange, the airport sponsor often shares its ideas for airport improvements and the need for them, and discusses the planning processes with the community. Members of the community can assist by sharing information or ideas, expressing concerns, or providing individual input. Information exchange helps define issues, address questions or concerns, and build trust.

- **Enhances Sponsor and FAA Proposals and Decision-Making.** Community involvement provides airport sponsors and FAA with information about issues that should be considered during airport planning. For example, public input during a master planning process may highlight local concerns that require closer examination, either during that process or environmental review. This kind of information can improve decision-making and project outcomes.

- **Reduces Delay and Costs, and Ensures a Seamless Transition to Implementation.** When members of the community feel engaged, and receive accurate and up-to-date information in an easy-to-understand format, they may become more comfortable with planning decisions and supportive of change. Community involvement programs require effort and upfront costs. However, the project is more likely to remain on schedule when public input is considered from the outset, and opportunities for receiving and sharing information are aligned with project milestones. Airport sponsors are also more likely to avoid additional time and cost associated with late incorporation of public input, or controversy based on a lack of public involvement.

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CHAPTER 2. PLANNING FOR COMMUNITY INVOLVEMENT

2.1   **The Community Involvement Process.**

2.1.1   The type and extent of community involvement for airport projects should be proportional to the complexity of the project, and degree of public interest. Therefore, a community involvement program, plan, or process should be customized to suit the needs of an individual project or study. The larger the scope of the project and potential for impacts, and the more important it is to have a community involvement program.

2.1.2   A successful community involvement process is likely to include four phases: planning, implementation, evaluation, and close-out. These phases follow the "Plan, Do, Check, Act" framework for continuous process improvement:

- **Plan.** Successful community involvement should be planned early so airports can determine the appropriate scope of the program, obtain resources to implement the program, and carry out the program in an effective manner.

- **Design and Implement.** This includes selecting effective tools and techniques for the project, and anticipated level of community input. For descriptions of common tools and techniques, see **Chapter 3, Designing and Implementing a Community Involvement Program,** and **Appendix D, Community Involvement Techniques and Practices.**

- **Assess Effectiveness of Public Involvement, and Reevaluate as Necessary.** This includes continuous assessment of community involvement's effectiveness. Effectiveness in this context includes sufficient opportunities to share information on a project and gather community input, and sufficient data collection to support airport evaluations and decision-making. When effectiveness is evaluated throughout the process, airport sponsors can adjust the program so it achieves the desired outcomes.

- **Document and Close out the Program.** Concluding the process includes ensuring goals have been met and the public involvement process has been documented.

2.1.3   The CIM provides knowledge, skills, and resources needed to facilitate meaningful community involvement for airports and other FAA practitioners.

2.2   **Importance of Early Community Involvement.**

        Community involvement is most beneficial when it is initiated early and the right stakeholders are engaged. Community involvement should occur before decisions are made, and there is still opportunity to consider and address concerns.[16] Early planning helps sponsors explain the airport, airport tenant, or user needs, problems they'd like to address, or opportunities they'd like to pursue. Early involvement also helps airport sponsors and FAA better understand the community, background, and local environment. As stated in Chapter 1, any cost or time savings realized by delaying or avoiding community involvement can be lost when a project is delayed due to opposition.

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[16] This is in contrast to "notification," which sometimes occurs after decisions are made.

2.3   **Preliminary Planning for Community Involvement.**

2.3.1   Assess Existing Processes.

2.3.1.1   One of the first steps when considering public involvement for an airport planning project is for the sponsor to assess its existing community involvement program or practices, and anticipated needs for the project. Community involvement can take many forms. For example, an airport sponsor may already be involved in regularly scheduled meetings with MPOs or local and state agencies. Existing community involvement might include a technical advisory committee (TAC), community advisory committee (CAC), or community noise roundtable. The sponsor should determine if adequate processes already exist that could suit the needs of the current planning project. Developing a community involvement program may simply require a modification or enhancement of existing community involvement activities to meet the current need.

2.3.1.2   The FAA's AIP airport planning grants cannot be amended to account for unforeseen actions or costs. Therefore, the sponsor and FAA should consult on the appropriate level of community involvement for a project when preparing the scope of work (when consultant services are required). A framework for community involvement should be in place before the contract is executed.

2.3.2   Assemble a Team and Identify the Team Lead.
The sponsor should designate a project team or an individual to plan the community involvement program, and design and implement the outreach efforts. A team charter may be warranted to affirm team responsibilities and secure buy-in from airport leadership.

2.3.3   Establish the Purpose and Goals of the Public Involvement Program.

2.3.3.1   Identifying the goals and objectives of community involvement is critical. The purpose and goals influence everything that follows: the people that will be involved, tools and techniques that will be used, required level of participation, and type of information that will be provided to the public. Airport sponsors should consider the following questions about the goals of the public involvement program. Answering these questions can help form the scope of the program:

• Why is the proposed project necessary?

• What information does the public need to understand the project?

• What aspects of the project would airports like the public to focus on - analyses, alternatives, and/or decisions - and at what level of detail?

• How can airports best work with the public to make them aware of the project and understand their concerns?

• Does the project type limit public participation or available alternatives (e.g., security/safety requirements)? If so, to what extent can the public provide ideas and feedback during the process?

- How will public ideas and feedback be incorporated into the project?

- What are the expected outcomes of the community involvement program?

2.3.3.2   As stated in Chapter 1, the general objectives of community involvement are to improve understanding of community concerns, inform the community of airport needs and proposed plans, initiate or continue a dialogue, use community input to improve decision-making, and enhance the transparency of the decision-making process. However, more specific goals are often developed for specific projects. Goals can be as simple as gathering feedback on airport planning alternatives, or as grand as shaping the future growth of the airport. When people understand their roles in the process, they are more likely to provide informed input, respond more effectively, and remain involved. The airport sponsor should be prepared to adjust the community involvement goals based on community input.

2.3.4   Consider the Nature of the Planning Project.
As stated in Chapter 1, all AIP-funded projects are bound by FAA grant assurances to include community input. There may be other requirements depending on the proposed action. This may dictate the timing or methods of community involvement. The unique characteristics and purposes of airport master plans, ALPs, sustainability plans, environmental reviews, noise compatibility plans, and airport noise and access restrictions call for different strategies for community involvement. These should be considered in the process.

2.3.4.1   **Airport Master Plans.**

Airport master plans are studies that document and support the long-term development and use of an airport's land and facilities. Master plans provide the framework for future airport development that will sustainably satisfy aviation demand in a cost-effective manner, and balance capacity of airport functions while considering potential safety, environmental, and socioeconomic impacts.

2.3.4.2   Area businesses, trade groups, and convention and visitors bureaus may be interested in participating as part of a stakeholder committee. The general public and local communities are typically interested in maintaining convenient airline service. They may also have questions or concerns about plans for growth.[17]

2.3.4.3   Airport master planning results in project alternatives and implementation plans. These aspects of master planning are often the most effective times for community input, especially after aviation forecasts are formulated. Sponsors should identify the public entities that may be affected by future airport development, and inform them about the planning process and development alternatives. Outreach meetings with specific federal, state, and local resource

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[17] Some of this content could also be applied to airport system plans, which focus on an airport system verses an individual airport. See the Airport System Plan AC for additional information on that process.

agencies or groups may also be helpful to share perspectives and understand potential mitigation strategies.

2.3.4.4   AC 150/5070-6, *Airport Master Plans*, recommends committees - such as TACs or CACs - to facilitate the public involvement program. Small group settings, such as brainstorming or visioning sessions, may also be effective. See the Airport Master Plan AC for details on public involvement for master plans.

2.3.4.5   **Airport Layout Plans (ALPs).**

An ALP is a plan depicting existing and proposed airport facilities, boundaries, and other information. ALPs and ALP updates may require FAA approval and trigger environmental review requirements under NEPA. The environmental review process will typically satisfy any community involvement requirements for an ALP or ALP update.

2.3.4.6   **Airport Sustainability Plans.**[18]

These are planning documents that focus on environmental, economic, and social sustainability of the airport. These can be an element of a master plan or a stand-alone exercise. Sustainability planning will typically generate interest from local MPOs, environmental advocacy groups, and airport users. A sustainability planning process is an opportunity for visioning with local communities on areas besides airport development (unless certain development achieves a sustainability objective, or sponsors are focusing on increasing the environmental, economic, or social sustainability of certain development).

2.3.4.7   **Environmental Reviews.**

Environmental reviews (or environmental impact analyses) prepared in accordance with NEPA describe the purpose and need for a proposal federal action, document existing conditions, and outline the environmental consequences of and mitigation for a proposed action. Environmental reviews sometimes generate greater community interest than a master plan because they are for a specific proposal that is ready for implementation, focus on the environmental consequences of that proposal, and require federal agencies to consider mitigation for potential adverse impacts. Environmental reviews may require more coordination with other agencies, such as state and/or local resource agencies, U.S. Army Corps of Engineers (for wetlands), State Historic Preservation Offices (for historic properties and cultural resources), the U.S. Fish and Wildlife Service (for threatened and endangered species and critical habitat), or the U.S. Environmental Protection Agency.

2.3.4.8   In addition to formal federal, state, and local agency coordination, environmental reviews may require a certain level of public notification, opportunities for the public to provide comments, and responses provided by

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[18] See http://www.faa.gov/airports/environmental/sustainability for more information on airport sustainability planning.

the project sponsor. The NEPA documentation should describe the community involvement undertaken, both under NEPA and relevant special purpose environmental laws and regulations (included in **Appendix C**), and any opportunities for public review and comment. Depending on the scale and scope of the project, NEPA or special purpose laws may require public notice or review and comment periods at specific points in the process. For projects such as major runway extensions, the environmental review process must include an opportunity for a public hearing.[19]

2.3.4.9   Even categories of actions that are excluded from further NEPA analysis (CATEXs) may call for public notification before a CATEX is used. There may also be extraordinary circumstances - such as controversy or requirements of another environmental law - that warrant public notification or public involvement outside of the NEPA process before a CATEX is used. See FAA Order 1050.1, *Environmental Impacts: Policies and Procedures*, the associated Desk Reference, and *FAA Order 5050.4, NEPA Implementing Instructions for Airport Actions*, for community involvement requirements during environmental review of airport projects.

2.3.4.10   **Noise Compatibility Planning (14 Code of Federal Regulations [CFR] Part 150).** Aircraft noise is one of the main concerns for communities surrounding airports. Noise compatibility planning under Part 150 – a voluntary process that evaluates aircraft noise and potential mitigation measures – is generally focused on noise-sensitive land uses in the airport vicinity (i.e., residential, places of worship, educational facilities, etc.). Community involvement for Part 150 studies typically attracts participation by concerned residents.

2.3.4.11   The study area for noise compatibility planning is usually defined by the Day-Night Average Sound level (DNL) 65 decibel (dB) contour. Per Part 150, residential use in certain noise contours are incompatible with airport noise. Some other stakeholders and nearby communities may not be within those contours, but should also be included in community outreach. To be eligible for AIP funding, compatible land use planning by state and local governments must include evidence of public involvement.[20] Community involvement for noise compatibility planning evaluates the possibility of land acquisition (including home purchases) and/or sound insulation, which can be sensitive subjects for those living around an airport. The result of noise exposure analyses and mapping is a central element of discussions with those individuals and communities. It is also important when determining mitigation measures.

2.3.4.12   Noise compatibility programs sometimes require community focus groups and TACs. The final noise compatibility program must demonstrate how group or committee concerns were taken into account. Coordination with community groups may continue after the planning process to ensure mitigation is

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[19] See 49 USC § 47106 (c)(1)(A)(i).
[20] See AIP Handbook Table R-6: Noise Compatibility Planning/Project Requirements.

effective. See AC 150/5020-1, Noise Control and Compatibility Planning for Airports, and FAA's Airport Noise Compatibility Planning Toolkit for public involvement requirements during noise compatibility planning.

2.3.4.13   **Requests for Airport Access Restrictions Based on Noise (14 CFR Part 161).**

The Airport Noise and Capacity Act of 1990 (ANCA) mandated the creation of a national program for reviewing airport noise and access restrictions for noisier aircraft (Stage 2 and Stage 3 aircraft). In September 1991, FAA promulgated 14 CFR Part 161, Notice and Approval of Airport Noise and Access Restrictions. A goal of the Part 161 application process is for airports to have clear parameters for when they may impose restrictions. Adequate opportunity for public involvement is one of the six statutory conditions that must be satisfied before the FAA will consider a noise-based access restriction.[21]

2.3.5   Identify Federal, State, and Local Legal Requirements for Public Involvement.

A review of legal requirements can help determine the baseline community involvement required. Are there other documents -- such as an airport system plan -- that the community involvement effort should align with? Coordination with FAA can help identify typical federal and state requirements for airport projects, and how various processes should be aligned. Legal requirements for public participation are typically limited to public notice and opportunity for public comment, but may include a public hearing or other opportunities for participation. A more extensive program tailored to the project and the community can ensure sponsors meet these requirements. It can also advance other community involvement goals. See **Appendix C** for a list of applicable laws and regulations.

2.3.6   Identify the Relevant Communities and other Stakeholders, and How They May be Affected.

2.3.6.1   Knowing the audience is important for successful community involvement. Relevant communities and other stakeholders may be identified based on past interest in airport projects. Certain agencies may become involved in a future NEPA or permitting process. There may also be stakeholders with economic, community, and environmental interests that could be affected by the project. Individuals and organizations that may be interested include:

- Local communities

- Adjacent landowners who may be directly impacted by airport actions

- Local elected officials

- Neighborhood association leaders

- Chambers of Commerce

- Metropolitan planning organizations

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[21] See 14 CFR § 161.207: "Each airport operator shall establish a public docket or similar method for receiving and considering comments, and shall make comments available for inspection by interested parties upon request. Comments must be retained as long as the restriction is in effect."

- Municipal/county planning departments

- Local transportation and/or transit agencies

- Convention and visitor bureaus

- Airport users, including pilots of based aircraft, fixed base operators (FBOs), airlines, airport businesses, tenants, and airport advisory boards

- The military

- Federal, state, and local permitting agencies

- Environmental advocacy groups

- Nongovernmental organizations

- Historic District Associations and Historical Societies

- Indian tribes

- Low-income and minority populations

2.3.6.2   Master plans should consider residents close to the airport and stakeholders that have an interest in future development. For noise and other environmental studies, previous noise maps or a preliminary estimate of aircraft noise exposure may be used to identify potential stakeholders.

2.3.6.3   Part 150.105(a) requires involvement from public and planning agencies whose jurisdiction or responsibility is either wholly or partially within the Day-Night Average Sound Level (DNL) 65 decibel (dB) or higher noise contour. Part 161.303(b) requires public notice and notification to aircraft operators, FAA, each federal, state, and local agency with land use control jurisdiction within the airport noise study area, fixed-base operators and other airport tenants that could be affected, and community groups and business organizations that may be interested in the proposed restriction.

2.3.7   Identify Special Circumstances that May Affect Community Involvement.

Participation in community involvement is often influenced by factors such as travel distance, meeting location, and time commitments. Sponsors can customize public outreach to a community to increase the likelihood of involvement. Recognizing circumstances that could limit participation can be critical to project success. These include language barriers or Americans with Disabilities Act (ADA) requirements. Following are some of the special circumstances to be aware of:

2.3.7.1   **Environmental Justice.**

If minority or low-income populations may be affected by the airport project, or are present in the vicinity of the airport, outreach to these groups may be required. This is directed by Executive Order 12898, *Federal Actions to Address Environmental Justice in Minority Populations and Low Income Populations,* and DOT Order 5610.2(a), *Environmental Justice in Minority and Low-Income Populations.*

2.3.7.2   **Tribal Communication.**

2.3.7.2.1   Principles of environmental justice apply equally to Native American and Native Alaskan Tribes. The FAA conducts government-to-government communication with Tribes when establishing policies or supporting projects that may significantly or uniquely affect them.[22]   Tribal communications are often most effective through person-to-person meetings and information/education sessions for tribal leaders, in addition to written communications.

2.3.7.2.2   If there are Tribal implications for a project and government-to-government consultation is required, airports should coordinate with the local FAA ADO on how to proceed. Depending on the circumstances, they may involve various ARP and FAA specialists. This includes the Regional Airports Division, the Regional Tribal Consultation Official (RTCO), and FAA's Airport Planning and Environmental Division (APP-400). In turn, the RTCO or APP-400 may also involve the FAA's National Tribal Consultation Official (NTCO) in the FAA Office of Environment and Energy (AEE). Each office has specialists in tribal consultation issues.

2.3.7.2.3   For additional information on how FAA personnel conduct government-to-government consultation, see FAA Order 1210.20, *American Indian and Alaska Native Tribal Consultation Policy and Procedures*.

2.3.7.3   **Level of Community Interest.**
The level of community interest a proposed project generates may affect the tools and techniques used for community involvement. If there is a significant level of interest or potential impact, the sponsor may choose different tools and techniques for community involvement. More complex and long-lasting community involvement programs should be well-organized and well-documented to maintain progress, and avoid revisiting topics or decisions that have already been addressed. If the project is expected to generate a low level of public interest or impact to stakeholders, the community involvement program can be more limited.

2.3.7.4   **Geographic Considerations.**

2.3.7.4.1   The project sponsor needs to determine if specific geographic considerations will influence the success of community involvement. The location of a meeting can facilitate or hinder participation. The venue may have a certain positive or negative association within a community. Sometimes it is appropriate to hold meetings at the airport. Other times, it may be appropriate to hold meetings in the local community.

2.3.7.4.2   A neighborhood informational meeting may be all that is necessary for a project with limited impact in a small area. A project with more substantial impacts or a

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[22] See FAA Order 1210.20, *American Indian and Alaska Native Tribal Consultation Policy and Procedures*.

large study area may require multiple workshops at various locations to minimize travel time and distance to meetings, and broaden the opportunities for participation.

2.3.7.5 **Political Issues.**

Planning for community involvement should consider political issues that may affect the success of the project. Politicians frequently attend public meetings. They may use a community involvement event as a forum for political discourse within the community. Political and community leaders can be effective "project champions" that facilitate outreach. Conversely, they may raise topics or issues the airport should analyze in the planning process. Social and political issues such as the local economy, land use, and traffic are common political interests. Planners should consider how elected officials will view the proposed project in light of these issues.[23] Planners should also prepare, as best as possible, to address or comment on the likely concerns from political or community leaders.

2.3.7.6 Refer to the FAA CIM for additional special circumstances that may affect community involvement.

2.3.8 Balancing the Community Involvement Program with Financial, Schedule, and Resource Constraints.

As stated, the level of community involvement in airport planning is proportionate to the complexity of the project, and the degree of public and agency interest. Financial, schedule, and resource needs and constraints can also affect how an airport chooses to achieve community involvement objectives. Understanding both the needs and constraints is an important aspect of airport planning.

2.3.9 Scheduling Public Involvement and Airport Development.

Successful stakeholder involvement requires people to commit time and energy to the process. This can sometimes be challenging. The project sponsor should consider the overall airport development schedule, and align community involvement meetings with major milestones or decision points. Meetings should be planned both during and outside typical work hours (i.e., after 5:00 pm) to increase the likelihood of attendance. If the planning process has an accelerated schedule, it will affect the community involvement program, outreach strategies, and the number and timing of events. Securing active involvement and sustaining it throughout the planning process is not always easy. Involvement opportunities should be designed to provide a forum for stakeholders to understand the problems or opportunities that have to be addressed at the airport, as well as to share their perspectives, concerns, and potential mitigation strategies. Participation may decline and opposition may increase when stakeholders feel their input or concerns have not been considered. The involvement process and information a sponsor shares should provide people with easy and effective means of getting information and providing input.

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[23] Note that no federally funded community involvement program may be used for political lobbying, in accordance with 18 USC § 1913.

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CHAPTER 3. DESIGNING AND IMPLEMENTING A COMMUNITY INVOLVEMENT PROGRAM

3.1   **Introduction.**

3.1.1   As stated, the complexity, anticipated interest or impact, community involvement requirements, available resources, and drivers for a planning project or environmental determination may influence the tools or techniques used in a community involvement program. Despite differing goals, all community involvement programs share some common components.

3.1.2   Disseminating information to the community about the project is a fundamental component. Continued distribution of information on design alternatives or environmental impacts is often required as planning progresses. Facilitating dialogue and debate within the community is an important part of the process. Explaining the rationale behind design alternatives invites stakeholders to understand how airports prepare plans and make decisions, what data is used for airport planning, what sort of considerations (including trade-offs) are analyzed in airport planning, and why certain choices are prioritized over others. The methods of engagement range from in person meetings and hearings to written notices of availability of draft documents. The tools available for sharing information and facilitating stakeholder dialogue range from newspapers and flyers, to websites and social media.

3.1.3   This chapter describes the most common community involvement strategies, techniques, and tools, with guidance on when to use them and key considerations. The FAA CIM also provides information on the techniques, including their advantages and limitations.

3.2   **Principles, Strategies, and Techniques for Community Notification and Engagement.**

3.2.1   Provide Technical Information in an Understandable Manner. Airport planning often involves technical information, terminology, analytical frameworks, and concepts. Airport needs may also be complex. These should be explained in plain language. Community participants will better understand the need for a project and provide helpful feedback if they receive clear explanations of technical methodologies and issues, such as airport functions or capacity modeling, or aircraft noise modeling. Airport staff or outside consultants may be able to help the public understand the airport project.

3.2.2   Leverage Existing Relationships, Events, and Community Locales.

        3.2.2.1   This often helps ensure successful and cost-effective community involvement. Developing and coordinating relationships with environmental resource agencies, community based organizations, airport advisory boards or committees, or CACs can enable airport sponsors to capitalize on events within the community that people already attend.

        3.2.2.2   For example, partnering with libraries to reach traditionally underserved populations may be one way to get information to people in a place where they have come to expect it. Information tables at scheduled community events, such as festivals or high school sports events, are cost-effective ways to reach

those that may not attend an airport planning event. Reaching out to underserved populations through representatives, such as school teachers and clergy, can aid understanding, facilitate relationships, and increase participation from these groups.

3.2.3   Consider a Public Involvement Specialist or Meeting Facilitator.

3.2.3.1   In some cases, it is more practical to enlist the services of a public involvement specialist who can design and run the process. It may be also helpful to use a third-party meeting director, facilitator, or mediator for some or all public involvement events. Some situations call for technical knowledge. Others may simply need good communication. A facilitator recognizes speakers or commenters, is skilled in dynamically adapting agendas to suit a meeting's tone or tenor, and keeps people focused on meaningful, constructive dialogue. A facilitator or mediator does not have a stake in the outcome of the airport project, and treats all participants equally. Using a third party facilitator to manage a meeting can free the sponsor's staff to participate without having to focus on the logistics of organizing or running a meeting.

3.2.3.2   The meeting director's, facilitator's, or mediator's responsibilities may include:

- Working with the project sponsor to develop an agenda and reassess the agenda during a meeting.

- Ensuring that a meeting room is set-up to meet desired participation and meeting objectives.

- Ensuring that participants adhere to meeting agenda and schedule.

- Helping the project sponsor define and focus on goals for the meeting.

- Keeping discussions focused, meaningful, and constructive.

- Ensuring that all participants have an opportunity to participate.

3.2.4   Strive for Transparency, and Maintaining or Building Trust.

3.2.4.1   As stated in Chapter 1, past actions, mistrust, or misinformation within a community can sometimes complicate an airport community involvement program. These situations must be recognized and actively managed, especially in communities that have historically opposed and distrusted the sponsor or airport activities. The environment should be conducive to discussing sensitive issues while maintaining focus on the specific proposal. At the same time, if opposition is anticipated, the meeting should be structured to avoid focusing on issues that are not relevant to a project proposal.

3.2.4.2   Proposed actions of interest to the community should be seen as an opportunity to maintain or build trust. A solid public involvement program for the proposed action not only benefits the current proposal. It demonstrates that the sponsor is willing to invest in relationships with the community. This may yield benefits for future projects.

3.2.4.3   Depending on the relationships, the public may be more inclined to trust outside consultants or neutral facilitators. In these cases, a public involvement specialist, facilitator, or moderator may be helpful.

3.3   **Selecting Outreach Tools and Techniques.**

3.3.1   Public outreach is initiated by notifying the public about a proposed airport action or project, or an underlying need for a future airport action. Once outreach is initiated, there is usually an ongoing need to share updated information about plans, schedules, and outreach efforts throughout the planning process.

3.3.2   Many options are available for informing the community about upcoming events, project timelines, and project milestones. Some outreach tools can also be used to gather information from the public. The following are common means of involving the public to match the needs of a particular airport project, with guidance on when to consider using them. Additional details on community involvement tools and techniques can be found in **Appendix D, Community Involvement Tools and Techniques.**

3.3.3   Public Meetings.

3.3.3.1   **Public Hearing.**

3.3.3.1.1   A public hearing is a formal gathering under the direction of an independent hearing officer that allows interested parties to speak and hear about airport plans, and issues of concern. Public hearings are held prior to a decision on a project. They provide a forum to collect comments for the public record.

3.3.3.1.2   The sponsor may be required to offer the public an opportunity for a hearing for some planning (such as Part 150 noise compatibility planning). However, a public hearing is not always required. In some cases, it must be specifically requested.

3.3.3.2   **Informational Meetings, Open Houses, and Workshops.**

3.3.3.2.1   Holding an informational meeting or open house provides an opportunity for the community to learn about the project and provide comments in an informal setting. A public workshop can focus on establishing dialogue about an airport need, achieving an airport goal, or implementing a development proposal.

3.3.3.2.2   Depending on the project, informational meetings, open houses, or workshops can either be alternatives to a public hearing or held concurrently with a public hearing. Concurrent meetings, open houses, workshops, and hearings allow comments to be recorded over a longer period of time and in a variety of settings. This may be more convenient for those providing comments and more useful for the sponsor.

3.3.3.2.3   Informational meetings, workshops, and open houses can be held over a few hours, a whole day, or a series of days at different times so members of the

public can show up when it is convenient for them. They can also coincide with other community or agency meetings to facilitate participation.

3.3.4   Targeted Group Meetings.

3.3.4.1   **Community Advisory Committee Meetings.**

CACs can have a variety of structures. They may represent only residents or include a variety of other stakeholders (such as airport tenants and officials from relevant agencies). A CAC can increase active involvement and dialogue between the airport sponsor and the community by ensuring development proposals are discussed in a setting that was established for community members and other stakeholders.

3.3.4.2   **Community Neighborhood or Organization Committee Meetings.**

Similar to a CAC, a community neighborhood or organization committee consists of at least one representative from each neighborhood group or organization in the project study area. The community neighborhood committee allows the project sponsor to educate, consult, and collaborate with neighborhood stakeholders in a focused setting.

3.3.4.3   **Charrette.**

A charrette is a meeting designed to engage and work with a variety of individuals on options for future airport development proposals. A charrette is often a finite, concentrated, intensive, and a hands-on workshop that brings people from different disciplines and backgrounds together to discuss future options.

3.3.4.4   **Focus Groups.**

Focus groups allow the project sponsor to solicit detailed reactions to topics and issues. When conducted early in the project, they can help outline the public participation plan, and yield information on how the general public or resource agencies will likely react to certain issues or planning alternatives. Focus groups are a useful tool for coordinating and communicating with environmental justice communities. However, though useful, a focus group cannot always predict reactions from, be relied upon to represent, or be considered communication with the entire community. This is important if the sponsor needs to demonstrate they conducted outreach with an entire community. In these cases, focus groups would have to be coupled with broader techniques.

3.3.5   Online Tools.

3.3.5.1   **Websites.**

A website is one way to publicize information for an airport project, provide information about upcoming or previous public involvement activities, and provide opportunities for interaction and feedback. The public increasingly expects a web presence for any large, complex project. This can be a link from the airport's website to project information on a webpage or stand-alone

website. The latter requires its own level of coordination, planning, and development that sponsors should factor into project schedules.

3.3.5.2   **Social media.**

For many communities, social media can be an effective means of communication about proposed projects. Social media allows for active public participation. This is an option for a project sponsor to share information, and gather and incorporate comments throughout the planning process.

3.3.5.3   **Interactive Web-Based Public Involvement/Crowd-Sourcing.**

Crowd-sourcing refers to an open process where people are invited to share ideas to address a specific question or topic. Though crowd-sourcing is typically web-based, it can also occur in person. Crowd-sourcing focuses on a single topic. It is a way to gather, analyze, and incorporate the public's ideas and suggestions when addressing that topic.

3.3.6   Print and Other Traditional Media.

3.3.6.1   **Fact Sheets, Brochures, and Newsletters.**

Fact sheets, brochures, and newsletters are one-way communication methods from the project sponsor that are intended to inform the public. While postage can be expensive, this is an effective means of distributing information to a wide audience that may miss information published through other means. Airports can also consider publishing project information in existing newsletters or other media the community already receives.

3.3.6.2   **Press Releases.**

Press releases to the news media (typically local newspapers or other periodicals) can be an effective way to start public dialogue on a project, allow the project sponsor's viewpoint to be more widely known, or influence public opinion by discussing the need for and benefits of a project.

3.3.6.3   **Newspapers and Articles.**

Newspapers are the basic method for announcing an airport development project, sources for more information about a project, or a public meeting notice. Generally, these announcements are simple. Press releases will sometimes lead to articles. Working with newspaper reporters on stories about airport development projects can be an effective way to ensure wide and cost-effective distribution of project information, or respond to issues and concerns about a project. Since most newspapers are also published online, this can allow public access to project information through a variety of methods.

3.3.6.4   **Newspaper/Mail Inserts.**

Inserts with project information can be distributed in newspapers or with standard mail, such as utility bills. Inserts can be a one-way communication method, but can develop into a two-way communication method if they contain response forms to the project sponsor. Response forms provide a means of

identifying individuals and groups interested in participating in future public involvement activities.

3.3.6.5   **Surveys.**

Paper or online surveys can determine attitudes, values, and perceptions about an airport plan or project. Surveys have been used successfully on master and sustainability planning projects to gain a better understanding of airport tenant practices and facility/infrastructure needs. Surveys are also used in the NEPA processes to solicit feedback on the effectiveness of the public involvement program or a specific public event, such as a public hearing or workshop. The scope and extent of any survey should be project-specific and consider any federal survey requirements.

3.3.6.6   **Visualizations and Videos.**

Visualizations and videos are effective public involvement techniques that can transcend language barriers by visually explaining technical concepts. Appropriate graphics, including maps, images, or "before and after" displays are essential for presenting project information in an effective manner. Additionally, videos illustrate the ideas, goals, and impacts of an airport project in impactful ways. For instance, a video can illustrate what currently exists and how it would change as a result of an airport project.

3.3.6.7   **Television/Radio.**

Many areas have radio, television, or cable stations that offer public service announcements as part of their regular programming. These announcements can reach a large audience.

3.3.6.8   **Community Bulletin Boards.**

Community bulletin boards are common in many neighborhoods and smaller towns. They are commonly used in supermarkets to announce town/community events. Some communities or neighborhoods may also provide bulletin boards that can be used to announce project information.

CHAPTER 4. DOCUMENTING AND CONCLUDING THE COMMUNITY INVOLVEMENT PROCESS, AND ASSESSING EFFECTIVENESS

4.1   **Documenting the Community Involvement Process.**

4.1.1   Documentation is a critical component of a community involvement program. It memorializes information, enhances transparency, and evaluates outcomes from the community involvement process. The community involvement program is more likely to succeed if there is a plan that includes the purpose of each outreach effort, milestones and deadlines, how much advance notice will be provided for public involvement activities, how activities will be advertised, what activities will be conducted, how participants will be informed, and information needs, budgets, and external constraints. Such a plan is a tool for organizing and assessing progress while the process is underway. It can ultimately be included in project documentation, typically as an appendix or attachment, to demonstrate the project sponsor's methodical approach to community involvement. The plan is often the starting point for writing a final (or summary) report, or an administrative record of the planning or environmental process.

4.1.2   While the process is underway, effective documentation will help the project sponsor understand and respond appropriately to the views of interested parties throughout the process. The documentation should summarize the tools and techniques used throughout the program and include other information, such as participant feedback and comments, and photographs from the community involvement events. Good documentation shows what worked at a meeting and what didn't. This can improve the next meeting or event.

4.1.3   If not recorded immediately, it is difficult to remember the context of discussions with the public about a proposed project. Good documentation keeps everyone informed of outreach and outcomes, keeps the process transparent, helps eliminate redundancy, and facilitates preparation of a final (or summary) report or administrative record.

4.2   **Assessing Effectiveness: Monitoring and Evaluating a Community Involvement Program.**

4.2.1   Ongoing monitoring and evaluation is important to determine if the process is meeting goals and objectives, demonstrate progress, keep people interested, manage expectations, and maintain momentum, especially for complex or long-term community involvement programs.

4.2.2   This is ostensibly useful for planners and project managers, but may also be useful for outside parties, including the media. Reporting to a community on how well the public involvement process is going can help manage expectations and keep the process moving forward.

4.2.3   A variety of performance measures can be used to determine effectiveness. They are roughly divided into implementation-based and results-based measures.

4.2.3.1   The implementation-based performance measures listed in Table 4-1, below, are used to evaluate the actions taken to conduct the public involvement program, such as the number of meeting notifications sent to the public. These

actions are often easy to compile, offer an overview of the actions, and may support other results-based measures.

4.2.3.2   The results-based performance measures listed in Table 4-2, below, focus on the outcomes of a public involvement activity (for example, the percentage of meeting attendees who live in the area exposed to DNL 65 dB or higher noise levels). Results-based measures generally provide more insightful information than implementation-based measures. They indicate whether a particular public participation activity contributed to the program's goals and objectives.

Table 4-1. Sample of Implementation-Based Public Involvement Performance Measures and Data Collection Methods

Performance Measure	Data Collection Method	Level of Effort to Collect Data
Number of meetings	Document the number, format, dates, and locations of meetings	Low
Nature of comments received	Analyze and summarize comments received after each public event/public document review	Low to High (depending on the number of comments)
Number of names on mailing list	Document the number of names on mailing list	Low
Range of media used for meeting notices and other project information (e.g., newspaper, website)	Document various media types used, including publication dates, names of publications, coverage, and reason for publication	Low
Range of venues for meetings	Document the venues used for outreach events and time of day	Low
Number of appearances at community events and meetings	Document the number of invited appearances at community events and meetings, including descriptions of the events, information presented, dates, locations, and estimated number of attendees	Low
Availability of alternative transportation, particularly mass transit, for outreach locations	Document the availability of fixed-route public transit within ¼ mile (walking distance) of outreach locations	Low

Performance Measure	Data Collection Method	Level of Effort to Collect Data
Number of outreach meetings with specific groups/ neighborhoods (e.g., ethnic communities, resource agencies, homeowners associations, community leaders, neighborhood groups)	Document the number of meetings with each group/neighborhood and material presented	Low

Table 4-2. Sample of Results-Based Public Involvement Performance Measures and Data Collection Methods

Performance Measure	Data Collection Method	Level of Effort to Collect Data
Number of comments received	Document the number of comments received after each public event/public document review	Low
Number of participants at outreach events	Participant sign-in sheets	Low
Number of page views, unique visitors, and returning visitors to a project webpage/website	Monitor webpage/website usage on a recurring basis to gauge website activity	Medium
Number of followers on social media platforms	Document the number of followers	Low
Clarity and adequacy of project information	Responses to surveys distributed to participants at meetings, online, or by mail	High
Diversity of stakeholder participation (representative of surrounding community)	Determine geographic locations of participants from sign-in sheets. Gather observations by the planning team during outreach events	Medium
Percent of affected population (based on study area) that attend project-specific open houses/workshops/public hearings	Request addresses on sign-in sheets. Use the information to calculate percent of participants from the study area	Medium
Geographical distribution of outreach event attendees	Request addresses on sign-in sheets or ask attendees to mark house locations on a map at outreach events	Medium

Performance Measure	Data Collection Method	Level of Effort to Collect Data
Public participation plan modifications based on public input	Document the planning changes that occurred as a result of public comments and stakeholder feedback	Low
Participants have feedback about the public participation process/event (survey results)	Participant feedback surveys at events and review of responses, or online surveys administered through project webpages/websites. The survey questions could cover the convenience of meeting time and location, adequate notice of meeting, facilitation, and presentation of material	High

4.2.4   Evaluations typically occur after every planned public involvement activity. Public comments received by email, telephone, websites, and other methods should also be monitored throughout the program. At events, participants can be shown where the project team is in the process and what will occur next. Some questions that may be discussed include:

- Did the event achieve the intended objective(s)?

- Was the format of the event effective?

- Was the information shared and received useful? Why or why not?

- What worked well? Why?

- What did not work? Why?

- What could be done differently in the future?

- Is the public involvement process on track to meet project goals and objectives?

- Are your expectations being met? Why or why not?

4.3   **Sponsor Revision of the Public Involvement Program.**

As stated, sponsors can adjust the public involvement program at any time (within scope and budget). Sponsors can also adjust tools and techniques based on monitoring and assessment information. Adjustments may be minor, such as more frequent website updates, or more substantial, such as assigning staff to hold regular meetings with residents of a particular neighborhood or environmental resource agency.

4.4   **Concluding a Community Involvement Program.**

Some community involvement efforts may be continuous, but many will require some form of closure. Concluding a program involves several components, from successfully wrapping up the process with stakeholders, to documenting the process for administrative and legal purposes. Documenting the process aids evaluation, creates a resource to draw on for

reporting, demonstrates adherence to AIP grant requirements, and forms the basis of the final (or summary) report or administrative record.

4.4.1 <u>Final (or Summary) Report</u>.

4.4.1.1 The final or summary report from a community involvement program becomes the final record of the process. It can be an appendix to other studies or grant applications. A master, system, or sustainability plan summary report may describe the public's comments on development alternatives. NEPA documentation would provide a summary of issues raised and responses to substantive comments.

4.4.1.2 Summary reports should describe the methodologies used, what happened during the community involvement events, and what achievements came from the process, as well as any other additional insights. Whether information is provided in a stand-alone report, as an appendix to a report, or summarized within another report, it should be assumed that it is all part of the administrative file. Final documentation should include:

- The public involvement planning process, methodology, and design.

- Community or regional context at the time.

- The dates, times, and locations of public involvement activities.

- The goals and outcomes of community involvement events.

- Number of attendees at each public involvement event.

- The results and analysis of any surveys.

- Any materials created for the program.

- A summary of comments received.

- A summary of responses to comments.

4.4.2 <u>Procedure for Recording and Responding to Public Comments</u>.

4.4.2.1 An airport project must include consideration of the public's input and concerns. Public comments must be solicited and responded to for EISs, and certain EAs.[24] A summary of comments and responses is included in the NEPA document. Part 150/161 studies should provide a summary of comments received. Responses are not necessarily required, but comments should be made available to interested parties.

4.4.2.2 A summary report may address all comments received to record and conclude dialogue. Not all comments received in a community involvement process result in project changes. Some comments cannot be implemented due to

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[24] See FAA Orders 1050.1 and 5050.4 for discussions of public involvement requirements and recommendations for EAs.

safety concerns or some other consideration, or are outside the scope of the proposed project. However, a logical explanation for why a comment was not accepted or considered is a valuable contribution to the community involvement process, particularly if these responses are provided as planning documents are revised (verses at the end of a planning process). It also helps the sponsor maintain a dialogue for current and future projects.

4.4.3   Effectively Managing, Analyzing, and Responding to a Large Volume of Input.

4.4.3.1   For less complex planning actions, sponsors may be able to review and respond to input on an individual basis. In contrast, complex planning projects with a variety of public involvement techniques and tools, and wide public interest, may result in a large volume of input through multiple methods. Current technologies also make it possible for a single individual or group to quickly submit a large volume of input (i.e., online surveys or platforms that enable multiple submissions by a single respondent).

4.4.3.2   When receiving a large volume of input, it is important for sponsors to establish an efficient and effective categorization method. Sponsors typically categorize input by issue, geographic location, stakeholder group, or an anticipated or perceived impact of a project. For government-to-government Tribal communication or outreach under a special purpose law, regulation, or order, input may also need to be highlighted as coming from a specific Tribe or group.

4.4.3.3   It may also be important to determine whether a large volume of input from the same entity/entities is/are unique (i.e., input from the same individual or group following planning milestones, in response to discrete requests for input, or unique, updated information from the same entities), or there are duplicate submissions (i.e., a large number of identical or similar comments from the same individual or group in quick succession). For the latter, sponsors can annotate and record the number of duplicates, and prepare a single response to those submittals (when applicable). This process of categorization can help a sponsor:

- Determine the issues a sponsor needs to address in a planning process.

- Increase their understanding of the concerns various groups may have.

- Maintain dialogue with a community, tribe, group, or specific stakeholder and when needed, demonstrate the sponsor is meeting requirements of a special purpose law, regulation, or order.

- Separate unique input for each solicitation from mass submittals by a single entity.

- Ensure each entity that provides input receives meaningful responses.

4.4.3.4   Categorization by these means is intended to manage, review, respond to, and update an airport plan using what would otherwise be an unwieldy amount of information. It can also make the process more efficient. However, as noted above, categorization methods should balance the need to meet multiple public

involvement requirements and maintain meaningful dialogue with individuals, communities, or other stakeholders that are taking the time to provide input.

4.4.4   <u>Effectively Responding to Input that is Not Related to the Planning Process</u>.
Sponsors can establish a distinct approach to comments that are not focused on the planning effort or are disparaging to improve relationships with those providing input:

- For the former, sponsors can respond to input that is unrelated to the planning process by stating this fact and offering to consider that input through other means.

- For the latter, even when comments appear disparaging, the sponsor should attempt to identify an underlying issue or concern that warrants substantive response. This is because in many cases, the tone or tenor of the input may be rooted in a valid concern about the proposal, airport activity in general, prior actions that did not feature comprehensive community involvement, or a perception that input will not be considered. In these cases, the sponsor can evaluate other data to determine possible underlying concerns (i.e., proximity to the airport, noise contours, etc.) or offer additional dialogue to learn more about the underlying concern.

- Though not always required, these extra efforts can enable a sponsor to convert ostensibly unrelated or disparaging input into an opportunity for meaningful or renewed dialogue. Depending on the concern, this can be during the planning process, for a future airport planning process, or for a future outreach effort.

4.4.5   <u>Administrative File</u>.

4.4.5.1   An administrative file must be maintained for EISs and certain EAs for legal purposes. The administrative file includes all records for the NEPA review, not just the public involvement program. An administrative file is easiest to compile if it is regularly updated over the course of the project (rather than prepared at the end).

4.4.5.2   For the public involvement program, copies of committee rosters, sign-in sheets, meeting minutes, advertisements, newsletters, and other materials can be included as an appendix to a project report. Depending on the project or planning process, these materials either should or must also be included in the administrative file. Typically, anything that is in the public record should be included (e.g., advertisements, sign-in sheets, public comments).

4.4.5.3   When setting up the administrative file, it is helpful to create a database that provides an index of the information so a particular document can be easily retrieved. The following information should be tracked for each document contained in the record:

- Unique code (for cataloging and retrieving).

- File name.

- File type (Word file, modeling files, PowerPoint presentation, etc.).

- Description.

- Date.

- Author.

- Purpose of the file (e.g., memorandum, technical report, data).

APPENDIX A. ACRONYMS AND ABBREVIATIONS

Table A-1. List of Acronyms

Acronym/Abbreviation	Definition
AASHTO	American Association of State Highway and Transportation Officials
AC	Advisory Circular
ACRP	Airport Cooperative Research Program
AIP	Airport Improvement Program
BLM	Bureau of Land Management
CAC	Community Advisory Committee
CATEX	Categorical Exclusion
CEQ	Council on Environmental Quality
CFR	Code of Federal Regulations
CIM	Community Involvement Manual
DOT	U.S. Department of Transportation
EA	Environmental Assessment
EIS	Environmental Impact Statement
FAA	Federal Aviation Administration
FBO	Fixed Base Operator
FHWA	Federal Highway Administration
MPO	Metropolitan Planning Organization
NEM	Noise Exposure Map
NCP	Noise Compatibility Program
NEPA	National Environmental Policy Act of 1969
P.L.	Public Law
RTCO	Regional Tribal Consultation Official
TAC	Technical Advisory Committee
TCRP	Transportation Cooperative Research Program
USC	United States Code

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APPENDIX B. GLOSSARY

1. **14 CFR Part 150 Airport Noise Compatibility Planning.**

   14 CFR Part 150, *Airport Noise Compatibility Planning,* outlines a voluntary process to model noise from aircraft operations, determine the surrounding community's compatible and incompatible land uses, and develop or refine noise compatibility programs. Different land uses within a community and different levels of aircraft noise will result in variable noise exposure. A Part 150 study must include public notification and an opportunity for public input.

   Because Part 150 studies are conducted to reduce noise exposure effects in the community, resident participation is central to achieving success. Public comment helps characterize the effects of noise on affected communities. The input is considered when developing noise reduction strategies. Without evidence of public involvement and consideration of public input, FAA cannot accept a Noise Exposure Map or approve a Noise Compatibility Program (NCP), two key documents developed under Part 150. This may impact eligibility for federal funding for any noise mitigation in the NCP.

2. **14 CFR Part 161 Airport Noise and Access Restrictions.**

   14 CFR Part 161, *Notice and Approval of Airport Noise and Access Restrictions,* outlines the comprehensive process that airport sponsors must follow when proposing any noise or access restrictions on aircraft. Public involvement is one of six statutory conditions to be supported by substantial evidence in order for FAA to approve a restriction.

3. **Airport Layout Plan.**

   An ALP is a plan depicting existing and proposed airport facilities and boundaries. ALPs and ALP updates may require FAA approval and trigger environmental review requirements under NEPA. The environmental review process will typically satisfy any community involvement requirements for an ALP or ALP update.

4. **Airport Master Plan.**

   As described in AC 150/5070-6B, *Airport Master Plans,* an Airport master plan is a document outlining potential long-term development of an airport. The goal of a master plan is to provide development recommendations over a long-term planning horizon, typically 20 years. The master plan describes a set of steps to satisfy the anticipated future needs of an airport while accounting for the surrounding community, the local environment, and socioeconomic factors. The future needs of the airport must be balanced with the needs of the surrounding community, particularly when the airport is located in close proximity to populated areas.

5. **Airport Sustainability Plan.**

   Airport sustainability plans incorporate sustainability considerations into the traditional airport master planning process. This provides a framework for a holistic view of potential economic, environmental, social, and operational initiatives. These can be part of a master plan or a stand along study. For sustainability plans, FAA encourages public involvement and community outreach tailored to the needs of the airport and community.

6. **Airport System Plan.**

As described in AC 150/5070-7, the *Airport System Planning Process,* an airport system plan is prepared to ensure transportation needs are adequately met by a system of airports. The AC acknowledges the need for public involvement. The AC asks planners to determine the extent of public consultation needed, identify stakeholders, and develop a plan commensurate with the scope of work. Though some basic information on public involvement is included, this AC and the FAA CIM include more detailed information that could be applied to system plans.

7. **Community Involvement.**

Community involvement is the process of engaging in dialogue and collaboration with communities affected by aviation actions (FAA CIM 2016). The terms "community involvement," "public involvement," and "public participation" are used interchangeably throughout this AC. These terms represent the involvement of communities and members of the public that may be interested in an airport's development proposals during the planning process

8. **Environmental Justice.**

Executive Order 12898, *Federal Actions to Address Environmental Justice in Minority Populations and Low-income Populations,* requires federal agencies to determine if projects have disproportionately high and adverse health or environmental effects on minority and low-income populations. Where there is a potentially significant impact on minority and/or low-income populations, FAA must provide meaningful public involvement in those communities. See DOT Order 5610.2(a), *Environmental Justice in Minority and Low-Income Populations,* and FAA Order 5050.4, *NEPA Implementing Instructions for Airport Actions,* for additional information on public involvement requirements.

9. **NEPA.**

The National Environmental Policy Act of 1969 requires federal agencies to consider the environmental impacts of proposed federal actions prior to approval. Section 1506.6 of the *Council on Environmental Quality (CEQ) Regulations for Implementing the Procedural Provisions of NEPA* (40 CFR Parts 1500-1508) describes when public involvement is required in the NEPA process. FAA Orders 1050.1, *Environmental Impacts: Policies and Procedures,* and 5050.4, *NEPA Implementing Instructions for Airport Actions,* are based on NEPA and the CEQ Regulations. Order 5050.4 addresses NEPA public involvement requirements for airport projects.

In terms of public involvement, the CEQ Regulations require federal agencies to consider environmental information in their decision-making processes; obtain information from the public regarding environmental concerns surrounding an agency's proposed action; fully assess and disclose potential environmental impacts resulting from the proposed action and alternatives; and provide the public with this information and allow them to comment on these findings. For substantial airport development projects, federal agencies must seek input from local jurisdictions during the planning process, and make documents available for public review and comment.

NEPA also serves as an "umbrella" procedural statute for the public notice and participation requirements specified in many other environmental laws and regulations (e.g., Section 106 of the National Historic Preservation Act, Executive Order 12898, and DOT Order 5610.2[a]).

10. **Public.**

For an airport project, the public includes residents, usually in the vicinity of the airport, that may be affected by airport operations or are interested in airport activities.

11. **Public Hearing.**

A public hearing is a gathering under the direction of an independent hearing officer that allows interested parties to speak and hear about issues of concern. Public hearings are held prior to a decision. They provide a forum to collect comments for the public record and input on an airport project. Alternatives to the formal public hearing format may include public hearings combined with informational meetings, open houses, or public workshops. Guidance on requirements and conducting public hearings is provided in FAA Orders 5050.4 and 1050.1, and in the Administrative Procedures Act (Subchapter II; 5USC § 552b to 554).

12. **Public Involvement.**

Same as community involvement. Public involvement is an open process in which an airport project sponsor interacts with the public to varying degrees, depending on the nature of the project.

13. **Public Involvement Program.**

A public involvement program is a strategic and organized effort by a project sponsor plans to involve the public. Project sponsors design, implement, and adjust (if necessary) these programs.

14. **Stakeholders.**

Stakeholders are people or organizations that have an interest in the results of an airport project. This interest could be economic (e.g., business could be affected), proximity (e.g., those living near the airport), mandated (e.g., agencies with responsibility for natural resources), political (elected officials with an airport in or near their jurisdiction), or general interest (e.g., people with opinions about how the airport should be used). Examples of stakeholders include individual residents and community groups (environmental, business-related), airport tenants, airlines, local businesses, and state and local representatives, among others.

15. **Project Sponsor.**

The project sponsor is the entity responsible for conducting the airport project and public involvement program. Depending on the type of project, the sponsor can either be the airport sponsor (the entity that is legally responsible for the management and operation of an airport) or FAA. Generally, an airport sponsor is responsible for most planning-related studies. However, EISs and with the airport sponsor's concurrence, EAs that may become an EIS after further analysis, are managed by FAA.

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APPENDIX C. APPLICABLE LAWS, REGULATIONS, AND GUIDANCE

C.1   **Types of Airport Studies with Required or Recommended Public Involvement**

Public involvement programs are generally planned and carried out in conjunction with an airport planning effort: airport master plans, system planning, 14 CFR Part 150/161 noise studies, environmental reviews required under NEPA, etc. As stated earlier in this AC, the principle planning efforts include:

- Airport Master Plans.

- 14 CFR Part 150 Airport Noise Compatibility Planning.

- 14 CFR Part 161 Airport Noise and Access Restriction Applications.

- Environmental Reviews.

- Subsequent paragraphs include additional considerations for these processes related to community involvement.

C.2   **Other "Special Purpose" Environmental Laws, Regulations, and Orders.**

C.2.1   In addition to NEPA, many special purpose laws, regulations, and orders require notice and opportunity for public involvement. These must be considered when completing environmental analyses under NEPA. Common special purpose laws, regulations, and orders that project sponsors may need to consider include:

- The Endangered Species Act of 1973

- Section 106 of the National Historic Preservation Act

- Executive Order 12898, *Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations*

- Executive Order 11990, *Protection of Wetlands*

- Executive Order 11998, *Floodplain Management*

- 49 USC § 303, "Policy on Lands, Wildlife and Waterfowl Refuges, and Historic Sites" (formerly Section 4(f) of the Department of Transportation Act)

- Section 404 of the Clean Water Act

C.2.2   Table 1-1 of Order 5050.4 lists many special purpose laws, regulations, and orders that apply to airport environmental reviews. This AC does not discussed every requirement, but the process outlined here can apply to numerous public involvement requirements in an airport NEPA analysis.

C.3   **The Relationships between the Various Studies.**

C.3.1   Any community involvement should use existing methods and processes available to an airport sponsor, or within a community. For larger airports, a typical progression of airport planning

includes a Master Plan, then NEPA reviews, then a Part 150 study (the latter being voluntary on the part of an airport sponsor). Other airports may prepare an ALP or ALP update, accompanied by NEPA review of proposed development. An airport sponsor may have a project that includes one or all of these studies.

C.3.2   Community involvement should be designed and implemented to build upon input from previous outreach. For example, public input received during the master planning stage of airport development would identify issues, concerns, and relevant information early in that process. That information would contribute to development alternatives in the master plan. That information would then feed into subsequent NEPA scoping processes, purpose and need statements, and ranges of alternatives for proposed actions.

C.3.3   Continuity of the public involvement process is cost and time effective, minimizes duplication of effort, promotes environmental stewardship, and reduces delays in project implementation by promoting early coordination between planning and environmental staff. Additionally, linking planning and environmental reviews can help reduce public confusion and focus stakeholder involvement by showing how airport planning progresses, and how input is being incorporated over time.

C.4   **Applicable Laws, Regulations, and Guidance.**

           The following sections describe applicable laws, regulations, and guidance associated with each study type.

C.4.1   Airport Planning.

           C.4.1.1   **FAA Advisory Circular 150/5070-7, *The Airport System Planning Process***

                         AC 150/5070-7 provides guidance for effective airport system planning to ensure that air transportation needs are adequately met by a system of airports. The AC acknowledges the need for public involvement. The AC asks planners to determine the extent of public consultation needed, identify stakeholders, and develop a plan commensurate with the scope of work. Though some basic information on public involvement is included, the Community Involvement AC and FAA CIM include more detailed information that could be applied to system plans.

           C.4.1.2   **FAA Advisory Circular 150/5070-6B, *Airport Master Plans***

                         AC 150/5070-6 provides guidance on the preparation of airport master plans that range in size and function. The AC has a chapter on public involvement. It asserts that extensive public involvement enhances the planning process. The AC notes the importance of initiating public involvement before decisions are made and the first task in a master plan project should be the creation of a public involvement program. There are brief sections on tools and techniques, identifying stakeholders and key issues, and documenting the public involvement program.

C.4.2   Environmental Review.

    C.4.2.1   **National Environmental Policy Act of 1969 (NEPA)**

        NEPA was one of the first laws that established the broad national framework for protecting our environment. NEPA is a national policy that encourages productive and enjoyable coexistence between people and the environment, prevents or eliminates damage to the environment, improves health and welfare, increases the understanding of ecological systems and natural resources, and established a Council on Environmental Quality (CEQ). Through NEPA, Congress requires federal agencies to consider the environmental effects of airport projects. Environmental Assessments or Environmental Impact Statements must be prepared to assess the impacts from alternative courses of action, and are the most visible NEPA requirements. FAA Orders 1050.1, *Environmental Impacts: Policies and Procedures,* and 5050.4, *National Environmental Policy Act (NEPA) Implementing Instructions for Airport Actions,* address NEPA requirements for aviation and airport actions, respectively.

    C.4.2.2   **40 CFR Part 1506, *Other Requirements of NEPA***

        A section of the *CEQ Regulations for Implementing the Procedural Provisions of NEPA* (40 CFR Parts 1500-1508), this provides general information on NEPA's public involvement requirements. FAA Orders 1050.1 and 5050.4 implement the requirements in Section 1506.6 for airport actions.

    C.4.2.3   **FAA Order 1050.1, *Environmental Impacts: Policies and Procedures***

        This order sets forth FAA's requirements for implementing NEPA and the CEQ Regulations. The importance of facilitating public participation is stressed, as is tailoring the process to match the complexity of the proposed project. The order primarily focuses on the specific legal requirements for public notices and public hearings. The AC includes basic information about factors that are helpful in deciding if a hearing, workshop, or meeting is appropriate. The order references other FAA and U.S. DOT documents, including the FAA's *Community Involvement Policy Statement* and CIM, and DOT's *Public Involvement Techniques for Transportation Decision-Making.*

    C.4.2.4   **FAA Order 5050.4, *National Environmental Policy Act (NEPA) Implementing Instructions for Airport Actions***

        Order 5050.4 is FAA's Office of Airports' guidance for implementing NEPA on airport projects. Order 5050.4 contains a chapter on public involvement that references FAA's *Community Involvement Policy Statement* and CEQ's regulations for public involvement. The order describes when a project sponsor must provide the public with an opportunity for a hearing. It also describes the additional public involvement requirements of other potentially relevant federal laws, regulations, and orders. Because both 1050 and 5050 provide only basic information on public involvement plans, tools and techniques, and documentation, this AC and the FAA CIM are supplementary references.

C.4.3   14 CFR Part 150, Airport Noise Compatibility Planning.

C.4.3.1   **Aviation Safety and Noise Abatement Act of 1979 (P.L. 96-193)**

This Act is implemented by 14 CFR Part 150, *Airport Noise Compatibility Planning,* and guidance is provided in AC 150/5020-1, *Noise Control and Compatibility Planning for Airports,* both of which are described below. The Act requires that noise exposure maps be prepared in consultation with public agencies and planning authorities for the area surrounding the airport, but does not specify other consultation or participation.

C.4.3.2   **14 CFR Part 150, *Airport Noise Compatibility Planning***

This regulation states that one of the purposes of a noise compatibility program is to bring together, through public participation, agency coordination, and overall cooperation, all interested parties to facilitate the creation of an agreed-upon noise abatement plan. Guidance on public involvement is contained in the Part 150 Advisory Circular (below).

C.4.3.3   **Advisory Circular 150/5020-1, *Noise Control and Compatibility Planning for Airports***

This AC acknowledges that the airport and the community have a number of important influences upon one another. Therefore, it is essential to receive public comments on any proposed actions that may affect the public. The AC notes that a community involvement program for a Part 150 study requires identifying issues and the people that might be affected before identifying appropriate involvement techniques. It also requires airport sponsors to provide documentation summarizing the public involvement and input to the program, as well as documentation of consultation with officials of public agencies and planning agencies. The AC refers the reader to this AC and the FAA CIM for additional guidance in developing the community involvement program for a Part 150 study.

C.4.4   14 CFR Part 161 Airport Noise and Access Restriction Studies.

C.4.4.1   **Airport Noise and Capacity Act of 1990 (ANCA) (P.L. 101-508)**

ANCA established a national aviation noise policy that recognized the importance of managing aviation noise. The relevant part of this Act is implemented by 14 CFR Part 161, *Notice and Approval of Airport Noise and Access Restrictions,* which is described below. The Act requires public notice of the proposed restriction and an opportunity for the public to review and comment on the proposed restriction.

C.4.4.2   **14 CFR Part 161, *Notice and Approval of Airport Noise and Access Restrictions***

14 CFR Part 161 implements ANCA and provides the requirements for implementing aircraft noise and access restrictions. Part 161 requires the project sponsor to publish a notice of the proposed restriction in newspapers, to post a notice in a public location at the airport, and to directly notify in writing specified affected parties. The regulation requires specific information to be

included in the notice, including an invitation to comment on the proposed restriction.

C.4.5   Other.

C.4.5.1   *FAA Community Involvement Manual*

Updated in February 2016, this manual provides FAA practitioners and the public with an understanding of the value of community involvement. It describes practices and techniques for community participation. The manual provides FAA practitioners with the knowledge and resources needed to facilitate meaningful community involvement for such actions, including effectively engaging communities, encouraging exchange of information, and having community viewpoints heard. It provides guidance that supplements applicable public participation provisions in relevant FAA orders.

C.4.5.2   **FAA's Community Involvement Policy Statement**

Appendix 10 of FAA Order 7400.2, *Procedures for Handling Airspace Matters*, this statement specifies FAA's commitment to completely open and effective public participation in agency actions. The *Community Involvement Policy* states that the agency considers community involvement an essential element in the development of programs and decisions that affect the public. It also outlines the goals of community involvement.

C.4.5.3   **Executive Order 12898,** *Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations*

Environmental justice ensures that the environment and health are equally protected for all people regardless of race, color, national origin, or income. The Executive Order focuses attention on the environmental and human health conditions of minority and low-income populations, with the goal of achieving environmental protection for all communities. This Executive Order requires federal agencies to identify and address projects that may have high and adverse health or environmental effects on minority and low-income populations. The Executive Order is also intended to promote nondiscrimination on projects substantially affecting human health and the environment. It calls for access to public information on and an opportunity for public participation in matters relating to human health or the environment.

C.4.5.4   **Executive Order and Presidential Memorandum on Government-to-Government Consultation with Native American Tribal Governments**

The United States government has a unique legal relationship with American Indian and Alaska Native tribal governments. As agencies undertake activities affecting American Indian and Alaska Native tribal rights or trust resources, the activities should be implemented in a knowledgeable, sensitive manner respectful of tribal sovereignty. Executive Order 13175, *Consultation and Coordination with Indian Tribal Governments* (November 9, 2000), and Executive Memorandum, *Government-to-Government Relations with Native American Tribal Governments* (April 29, 1994), outline principles that agencies must follow

when interacting with American Indian and Alaska Native tribal governments. The purpose of the principles is to clarify that the federal government maintains a government-to-government relationship with federally recognized American Indian and Alaska Native tribes. The intent is to build an effective working relationship reflecting respect for the rights of tribal self-government.

C.4.5.5 **DOT Order 5301.1, *Department of Transportation Programs, Policies, and Procedures Affecting American Indians, Alaska Natives, and Tribes***

This order provides the policy for the DOT to foster relationships with American Indians, Alaska Natives, and tribes while conducting and administering activities and programs in locations where they reside. The order ensures that projects administered by the DOT are responsive to the needs and concerns of American Indians, Alaska Natives, and tribes. This order also provides guidance on government-to-government consultation requirements.

C.4.5.6 **Executive Order 13175, *Consultation and Coordination with Indian Tribal Governments***

This Executive Order establishes regular and meaningful consultation and collaboration with tribal officials when federal projects have tribal implications. This Executive Order also serves to strengthen the United States government-to-government relationships with American Indian tribes. Government-to-government consultation requirements are a result of this Executive Order and DOT Order 5301.1.

C.4.5.7 **FAA Order 1210.20, *American Indian and Alaska Native Tribal Consultation Policy and Procedures***

This order provides the policy guidance needed to strengthen FAA's government-to-government relationship with American Indian and Alaska Native tribes, and the consultation framework to promote meaningful coordination. The FAA must consult with tribes before taking any actions that may significantly or uniquely affect them. This order sets forth the policy and procedures for carrying out the consultation requirements of Executive Order 13175 and DOT Order 5301.1.

APPENDIX D. COMMUNITY INVOLVEMENT TECHNIQUES AND PRACTICES

Technique/ Practice	Description	Source(s) for More Information
Public Hearing	A public hearing is a gathering under the direction of a hearing officer that allows interested parties to speak and hear about issues of concern. Public hearings are held prior to a project decision and provide a forum to collect comments for public record. Public hearings are often conducted concurrently with informational meetings/open houses or public workshops to give the public an opportunity to learn more about the project as well as to provide public verbal comment. A public hearing should not occur before the public is afforded at least 30 days from the publication of a Draft EIS and some Draft EAs. An opportunity for a hearing must also be provided for part 150 studies.	*FAA Community Involvement Manual;* FAA Orders 1050.1 and 5050.4
	Guidance on requirements and the conduct of public hearings is provided in FAA Orders 5050.4 and 1050.1 and in the Administrative Procedures Act (Title 5 USC § 55 et seq.).	
	The following criteria define the requirements for a public hearing:	
	• **Accessibility:** The hearing must be open to the public. Anyone may attend, as either an individual or a representative of an interest group.	
	• **Availability of information:** The project documentation must be available for public review at least 30 days before the hearing. Also, any meeting materials, such as agendas, displays, and presentations, must be made publicly available after the hearing.	

Technique/ Practice	Description	Source(s) for More Information
	• **Hearing notice:** Notice of the public hearing must appear in local, general circulation newspapers citing the time, date, and place of the hearing, as well as the comment period (for accepting written comments to be entered into the public record). Smaller communities sometimes do not have newspapers. In these cases, extra effort is needed to inform the public. Social media may be the best means of distributing announcements in some areas.	
	• **Hearing officer:** A designated hearing officer is required. An effective hearing officer understands the rules of the hearing and can control the event. Retired judges should be considered for this role because it is similar to courtroom responsibilities.	
	• **Hearing record:** Hearing comments are recorded in written form as input for the project sponsor. A copy of the public hearing transcript, which is based on a stenographic record or tape, is included in the project record.	
Panel Meetings	Meetings to discuss issues, hear different viewpoints, and facilitate the decision-making process at a later date. The panel of representatives should include individuals with differing opinions who discuss the issues, followed by either addressing questions from the audience, or engaging in small group discussions.	*FAA Community Involvement Manual*
Open House or Workshop	An informal event for the community to gather and receive information from technical experts and provide comments.	*FAA Community Involvement Manual*
Open House	An alternative to the formal public hearing format that may be used wherever a public hearing is required or appropriate. This format provides for a continuous flow of visitors over a period of hours (in contrast to a formal public hearing that attracts a large crowd at a fixed time). The smaller number of visitors at an open house public hearing allows personalized service through staff discussions with individuals. The open house hearing format is less intimidating to participants and offers a more workable option for conducting hearings for very large audiences.	FHWA Chapter 19, "Public Involvement Guidelines" *[Bureau of Design and Environment Manual]*

Technique/ Practice	Description	Source(s) for More Information
Open Meetings	Meetings with staff on technical issues or meetings to explore alternatives with a public audience.	
Informational Meetings	Informal public gatherings that blend the individual discussions of open houses with the group interaction of public hearings. Informational meetings include an informal, individual discussion period characteristic of an open house, a formalized presentation, a group question and answer period, and, if questions still remain, another informal discussion period.	*Federal Highway Administration (FHWA), Chapter 19, "Public Involvement Guidelines" [Bureau of Design and Environment Manual]*
Public Mass Meetings	Meetings organized to gain the greatest amount of public input.	
Public Workshops	Meetings in a workshop format, where participants are asked to analyze the provided information, identify impacts, work with others with whom they may agree or disagree, and offer solutions and explanations on their comments/suggestions.	*FAA Community Involvement Manual*; FHWA Chapter 19, "Public Involvement Guidelines" *[Bureau of Design and Environment Manual]*
Community Advisory Committee or Citizens Advisory Committee	A group of representative stakeholders (residents) meets regularly to discuss project-related issues or concerns during project development. The intent is to inform or advise on decision-making. Members serve as liaisons between the communities they represent and the project team, and bring information back to the stakeholders. The committees should be balanced, if possible, with representation from residents, airlines, fixed base operators, and the airport sponsor. Participants may include local jurisdictions, civic organizations, businesses, large employers, Indian tribes, minority and low-income groups, interest groups, facility users (including freight providers, bicyclists, and pedestrians), environmental groups, elected representatives, neighborhood representatives/leaders, religious leaders, educational leaders, and emergency services representatives.	*FAA Community Involvement Manual*; American Association of State Highway and Transportation Officials (AASHTO), *Utilizing Community Advisory Committees for NEPA Studies*
Constituency Committee	A committee used by elected officials to decide on controversial issues. A constituency committee reflects the feelings of its constituency. Such a committee serves to indicate the popularity of a particular idea.	
Coordinating Committee	A committee composed of representatives from special interest groups whose role is to relay information between the group and airport planning team.	

Technique/ Practice	Description	Source(s) for More Information
Community Neighborhood Committee	A community neighborhood committee is a tool to enhance outreach to the community. It is slightly different from a CAC because this committee includes at least one representative from each neighborhood group in the project study area. The community neighborhood committee allows the project sponsor to educate, consult, and collaborate with neighborhood stakeholders in a focused setting. It is the responsibility of neighborhood representatives to report back to their constituents regarding meeting content, information, and issues.	FAA
Simulation and visualization	Interactive activities designed to allow people to simulate the effects of making particular policy choices and decisions showing the interrelated nature of environmental and economic systems.	*FAA Community Involvement Manual*
Focus Groups	Focus groups are most often used when agencies desire information about specific issues. Critical to their success is striving for balanced representation and keeping the group at a manageable number so that each person is able to contribute to a substantive discussion.	*FAA Community Involvement Manual* / TCRP Synthesis 89: *Public Participation Strategies for Transit*
Charrettes	Charrettes are meetings designed for a variety of individuals, held over a concentrated period of time (up to one week), and used to address a design issue, impasse among different groups, or crisis. It can also be an intensive, hands-on workshop that brings people from different disciplines and backgrounds together to explore design options for a particular area or site.	FAA Community Involvement Manual
Large Group/Small Group Meetings	Presentations to a large group, followed by breakout sessions with smaller groups to gather input.	
Coordination with Community Organizations/ Community Coordination	Use existing community organizations (e.g., civic groups) to disseminate information on a planning program or environmental review process.	*FAA Community Involvement Manual*

Technique/ Practice	Description	Source(s) for More Information
Stakeholder Forums	Forums that bring together stakeholders and experts with relevant knowledge, to discuss a project, and opportunities and challenges related to specific issues. While these forums may include some form of testimony, they also often include exchanges and dialogue between participants and officials. Members can serve as liaisons between the agency or organization they represent, and the project team.	IBM Center for the Business of Government: *Assessing Public Participation In An Open Government Era;* AASHTO, *Utilizing Community Advisory Committees for NEPA Studies*
Interactive Web-based Public Participation Tool/Crowd-sourcing/ Ideation	Crowd-sourcing refers to an open process in which anyone is invited to share ideas for addressing a specific question or problem. In addition to submitting ideas, crowd-sourcing platforms incorporate voting and commenting mechanisms that allow users to discuss the ideas that are generated, and rank them so the most popular ideas rise to the top.	IBM Center for the Business of Government: *Assessing Public Participation in an Open Government Era*
Project Website	A dedicated website to publicize information for a project. In addition to providing new information, project websites can offer the ability for the public to submit comments. In some cases, these comments are shared on a discussion board or blog.	FHWA Chapter 19, "Public Involvement Guidelines" *[Bureau of Design and Environment Manual];* TCRP Synthesis 89: *Public Participation Strategies for Transit*
Project Wikis	Websites that allow visitors to edit existing webpages, post links and documents, and create new interconnected pages. Most often used to aggregate information. Agencies tend to use wikis to share and collaborate on the development of information resources by diverse groups of community organizations, advocates, or stakeholders (e.g., the airport sponsor, residents, airlines, local jurisdictions).	*IBM Center for the Business of Government: Assessing Public Participation in an Open Government Era*
Online Contests or Competitions	Online contests or competitions offer rewards to those who develop breakthrough solutions to specific problems or challenges. The online contests provide an open platform for people to submit and rank ideas. A contest or challenge typically offers some sort of prize or recognition to encourage the submission of ideas.	IBM Center for the Business of Government: *Assessing Public Participation in an Open Government Era*

Technique/ Practice	Description	Source(s) for More Information
Online Town Halls or Chats	Events during which the public submits questions or comments to agency leaders and decision-makers who respond in real time. Generally, these forums include some form of presentation and an opportunity to submit questions or comments that may be fielded via webcast or in a text-based chat format.	IBM Center for the Business of Government: *Assessing Public Participation in an Open Government Era*
Social Media - All	Social media can be used as a means of active participation with the public. Most agencies use blogs, social networks, and other web-based platforms that enable the public to interact with them. Blogs can be used to provide detailed information about new services or routes. Depending on the network, it can be used for project announcements with commenting features or broadcasting information –to the entire network or and/or followers. Generally, social media activities focus on informing and educating the public about departmental programs, policies, and initiatives. However, these tools by their very nature incorporate feedback and interaction with the agency. Social media allows the project sponsor to share information and insights, and demonstrate that it is actively gathering input.	IBM Center for the Business of Government: *Assessing Public Participation in an Open Government Era;* TCRP Synthesis 89: *Public Participation Strategies for Transit*
Cable Television	Cable television companies typically set aside one channel for public service. Options range from announcements on public hearing activities to presentation of a video on the proposed project. Reruns of public hearing presentations may also be offered on such channels in some locations.	FHWA Chapter 19, "Public Involvement Guidelines" *[Bureau of Design and Environment Manual]*
Hotlines	A dedicated telephone number for individuals to call regarding public inquiries and complaints. It is typically used for noise complaints, but can be used to for project information and advisories. Hotlines may be used in conjunction with any or all other activities. They can be a dedicated airport extension or toll-free number. Personnel staffing the hotline should be familiar with the project in question, or be able to conduct internal research and return individual phone calls.	*FAA Community Involvement Manual;* FHWA Chapter 19, "Public Involvement Guidelines" *[Bureau of Design and Environment Manual]*
Participatory Television	A television program or call-in show to gather public input or educate the public about the project.	FAA Community Involvement Manual

Technique/ Practice	Description	Source(s) for More Information
Responsiveness Summaries	A summary file that keeps track of all comments received.	
Signs and Billboards	Signs can be placed announcing scheduled public involvement activities. This is one way of notifying users who are not from the immediate area and may be more effective in rural areas because of reduced competition from other signs.	FHWA Chapter 19, "Public Involvement Guidelines" *[Bureau of Design and Environment Manual]*
Television and Radio Appearances	Many areas have radio or television stations that offer public service announcements or public interest programs as part of their regular programming. Where this service is available, these shows can be an effective forum for discussing a proposed project in the broadcast area served s. Discussions on these programs help disseminate information or build interest in the planning action and future activities.	FHWA Chapter 19, "Public Involvement Guidelines" *[Bureau of Design and Environment Manual]*
Brochures and Handouts	Information printed as brochures or pamphlets can be distributed widely throughout a community affected by a proposed project. These publications may be used to distribute information or bring attention to other public involvement activities that may attract public interest. The brochures may include opinion polls or questionnaires to be returned to the project office.	FHWA Chapter 19, "Public Involvement Guidelines" *[Bureau of Design and Environment Manual]*
	Brochures are effective ways to notify communities about events, communicate information, and to collect and document public reactions to various alternatives.	*FAA Community Involvement Manual*
Fact Sheets	Fact sheets can a meeting handout, mailer, used for media interviews, or to provide talking points during conversations with stakeholders. Fact sheets are generally written in bulleted format.	Idaho Transportation Department, *Guide to Public Involvement for Programs, Planning and Projects*
Newsletters	For major projects or programs, it may be appropriate to prepare periodic newsletters to inform the public of progress. Newsletters can be distributed to all residences, businesses, or property owners in a given geographical area to make them aware of the project. A newsletter can also provide the names and addresses of persons to contact for additional information. If a separate newsletter is not practical, articles can be placed in the newsletters of other organizations and agencies.	FHWA Chapter 19, "Public Involvement Guidelines" *[Bureau of Design and Environment Manual]*

Technique/ Practice	Description	Source(s) for More Information
Newspaper Inserts	Inserts or advertisements describe the study or project. These can also include a response form so there is two-way communication.	*FAA Community Involvement Manual*
Press Releases	Releases of information to the news media can be an effective tool for providing information and responding to particular concerns. To maximize effectiveness, the press release should be written in layman's terms and avoid using jargon, acronyms, and technical terms as much as possible.	FHWA, Chapter 19, "Public Involvement Guidelines" *[Bureau of Design and Environment Manual]*
Facilitation	Facilitation is the process in which a neutral third-party assists a group in decision-making or problem-solving by helping to increase the group's effectiveness. The goal of facilitation is not necessarily to resolve conflict, but to guide a group in its thinking process, keep the group focused, and help participants communicate effectively with one another and as a group.	Bureau of Land Management (BLM), *Collaborative Stakeholder Engagement and Appropriate Dispute Resolution*
Joint Fact-finding	Joint fact-finding is a collaborative process where members of the public may work with the project team to identify, review, evaluate, and recommend scientific information for inclusion in the decision-making process. Joint fact-finding recognizes that both experts and "non-experts" have important roles in decisions offering other valid information, such as experiential and traditional knowledge.	BLM, *Collaborative Stakeholder Engagement and Appropriate Dispute Resolution*
Ombudsman	The ombudsman function assists parties in a stakeholder engagement process to prevent, manage, mitigate, or resolve conflicts in coordination with appropriate officials.	BLM, *Collaborative Stakeholder Engagement and Appropriate Dispute Resolution*
Stakeholder Engagement	Different stakeholders or interest groups within a community voluntarily brought together to provide individual input, group recommendations, decisions, or direct action. It can be convened by and include representatives from federal, tribal, state, and local government agencies, communities, interest groups, and private entities.	BLM, *Collaborative Stakeholder Engagement and Appropriate Dispute Resolution*
Surveys (Online or Hard Copy Formats)	Surveys are conducted to determine public attitudes, values, and perception on various issues. Surveys can be held in conjunction with meetings. If they are, wireless keypads can be available to allow each individual to vote. Results can be projected in real-time.	*FAA Community Involvement Manual*

Technique/ Practice	Description	Source(s) for More Information
Interviews	Interviews are conducted with key individuals representing a range of community opinion.	*FAA Community Involvement Manual*
Opinion Polls	Poll takers contact people in their homes or places of business and request information from them on specific topics. Polls may consist of mailed questionnaires, telephone contacts, or personal interviews. They may seek out or address specific groups, such as those living or working in a specific geographic area, or who belong to certain organizations.	FHWA Chapter 19, "Public Involvement Guidelines" *[Bureau of Design and Environment Manual]*
Technical Assistance for the Public	Technical assistance provided by staff and consultants to help them develop their own alternatives, or analyze issues and evaluate impacts.	*FAA Community Involvement Manual*
Public Training Programs	Training is conducted to improve public understanding of studies, technical information, and training on the planning and decision-making process.	*FAA Community Involvement Manual*
Visualizations and videos (Displays, Exhibits)	Visual displays located in a public place to provide information to the general public. The displays may include response forms for the public.	*FAA Community Involvement Manual*
Scoping	Scoping is an early, open process for determining the breadth of issues to be considered or addressed when planning or analyzing a proposed action. By collaborating early, the lead agency can ensure the analysis adequately addresses issues of importance to affected stakeholders and interested parties.	CEQ: *Collaboration in NEPA*
Visioning	Visioning typically consists of a series of meetings focused on long-range issues. Visioning results in a long-range plan with a 20- or 30-year horizon. It also sets a strategy for achieving the project goals. Visioning offers the widest possible participation for developing a long-range plan. Visioning is democratic in its search for disparate opinions from all stakeholders and directly involves a cross-section of the public in setting a long-term policy agenda. This tool is used to find common ground among participants in exploring and advocating strategies for the future.	FHWA, *Innovations in Public Involvement for Transportation Planning*
Field Offices	Local offices of the sponsoring agency in the community where a project or issue may have a significant impact.	*FAA Community Involvement Manual*

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APPENDIX E. SOURCES FOR MORE INFORMATION

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Advisory Circular Feedback

If you find an error in this AC, have recommendations for improving it, or have suggestions for new items/subjects to be added, you may let us know by emailing content on this form to the attention of the Manager of the Airport Planning and Environmental Division (APP-400) via the APP-400 webpage.

Subject: AC 150/5050-4A   Date: _____

Please check all appropriate line items:

☐   An error (procedural or typographical) has been noted in paragraph ____ on page ____.

☐   Recommend paragraph _____ on page _____ be changed as follows:

_____
_____
_____

☐   In a future change to this AC, please cover the following subject:
     (Briefly describe what you want added.)

_____
_____
_____

☐   Other comments:

_____
_____
_____

☐   I would like to discuss the above. Please contact me at (phone number, email address).

_____
_____
_____

Submitted by: _____   Date: _____