Purpose.
This advisory circular (AC) provides guidance for public involvement in airport planning. This update describes changes in standards and expectations for community involvement on federal actions since the previous version of the AC was drafted.

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

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

Principal Changes.
The AC incorporates the following principal changes:

1. Updates the AC Citizen Participation in Airport Planning, from 1975.

2. Highlights that community involvement should be tailored to the scale of the specific action and the unique needs of a community, and should be conducted to the extent required to produce an informed decision that could lead a better outcome for the airport and its community.

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 for such funding and justified.
4. Reiterates the need for community involvement on all planning and studies receiving federal funding, or which require FAA approvals for implementation; and offers specific strategies for Master Plans, environmental reviews, and Part 150 noise studies or Part 161 applications.

5. Recognizes new techniques and tools for community involvement including use of online resources and technologies.

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 AC.

Elliott Black
Director, Office of Airport Planning & Programming
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CHAPTER 1. NEED FOR COMMUNITY INVOLVEMENT

1.1 Background

This AC reflects the general approach to public participation in airport planning preferred by the Federal Aviation Administration’s (FAA) Office of Airports, and provides guidance for airport sponsors on developing programs that will meet airport needs and be eligible for AIP funding. This AC is also intended to be a reference document for FAA staff responsible for overseeing airport planning, and for airport consultants who provide technical services to airport sponsors and the FAA. For the purposes of this AC, “sponsor” refers to the party responsible for conducting the public involvement program. The term “community involvement” will be used throughout this AC, and is synonymous with citizen participation, public involvement, community engagement and other similar terms.

The FAA requires airport sponsors to seek suitable opportunities for public participation at almost all levels of airport planning, from a national or state aviation plan (Advisory Circular [AC] 150/5070-7, Airport System Planning) to a project-specific Environmental Assessment (EA). The right of the public to be actively involved in the plans which will affect their future is fundamental. The FAA specifically prescribes public involvement in the three primary airport planning processes, which are Master Plans, Title 14 Code of Federal Regulations Part 150 (14 CFR Part 150) noise compatibility plan development, and evaluations under the National Environmental Policy Act of 1969 (NEPA), such as EAs and Environmental Impact Statements (EIS).

The FAA’s commitment to community involvement, and general tools and techniques that can be used for effective community involvement, are described in the agency’s Community Involvement Manual (CIM) developed by the Office of Environment and Energy. This AC complements the CIM by providing additional detail on community involvement in airport planning. The sooner public concerns are identified, the more easily the issues can be addressed. Legal requirements for community involvement are not burdensome, offering considerable flexibility in ways to conduct community involvement programs. Community involvement should be tailored to the scale of the specific action and the unique needs of a community, and should be conducted to the extent required to produce an informed decision that can lead to a better outcome for the airport and its community.

The residential 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, Glossary, Acronyms, and Abbreviations). This AC focuses on the public involvement aspects of community outreach. In many instances, a public participation program will overlap, or run concurrently with, a broader community involvement effort. Opportunities for satisfying public participation requirements during the

1 A sponsor can include an airport owner or operator, the FAA (in the case of an Environmental Impact Statement [EIS]) or a state, as part of a State Block Grant Program.
2 Community Involvement Manual, link will be added here when available.
3 AC 150/5070-6B, Airport Master Plans, and AC 150/5070-7, Airport System Planning.
broader outreach efforts should be explored without minimizing the public’s opportunity to participate in the planning process.

Community involvement programs can be supported through the Airport Improvement Program (AIP) when they are part of airport projects that are themselves eligible for such funding and justified. The extent of appropriate community involvement related to an airport project can vary greatly depending on the airport size, the community, the characteristics of the environment, the complexity of the proposed development plans, and the level of controversy or opposition anticipated. The goal is that planning and community involvement efforts will enable a seamless transition to project development. The FAA encourages airports to look beyond the immediate needs of a project or study and to build ongoing relationships with their local communities based on mutual understanding and trust. Note that nothing in this document determines project eligibility or justification. Refer to FAA Order 5100.38, Airport Improvement Program Handbook, for specifics on justifying a project for AIP funding.

1.2 FAA’s Community Involvement Policy

The FAA has a Community Involvement Policy Statement establishes the agency’s commitment to community involvement. The goals of the policy are to:

- Provide active, early, and continuous public involvement.
- Provide reasonable public access to information.
- Provide the public an opportunity to comment prior to key decisions.
- Solicit and consider public input on plans, proposals, alternatives, impacts, mitigation, and final decisions.

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 airport projects. A detailed listing of relevant regulations and guidance is provided in Appendix B: Applicable Laws, Regulations, and Guidance.

1.3 Roles in the Community Involvement Process

1.3.1 Airport sponsors. For most airport sponsors, the primary goal of community involvement is to inform local residents, the general public, and other stakeholders of potential airport planning or development goals and establish a forum for public input regarding the achievement of those goals. In addition, sponsors must comply with FAA grant assurances which require public involvement. Demonstrating effective community involvement is an element of most major federal airport approvals, as well as part of the eligibility for AIP funding. However, these requirements are just the basics, and most airport sponsors recognize the benefits of dynamic community support. Airport sponsors are also aware of the need to complete airport planning studies on time and within budget, and should plan an adequate community involvement process that will support their goals while keeping these constraints in mind. Generally, the airport sponsor has responsibility for developing, implementing, monitoring, and documenting the community involvement program. The airport sponsor is often the most familiar with proposed airport developments, as well as the issues of stakeholders. The airport sponsor
will often direct the Master Plan, EA (under NEPA), and Part 150 studies for which the public involvement is needed. The airport sponsor is also responsible for engaging and keeping the FAA informed on the progress of community involvement.

1.3.2 FAA. The FAA is committed to open and effective public participation and effective community involvement an important consideration in decisions that affect the public. The FAA expects airport sponsors to cultivate healthy relationships with the community through active outreach and involvement. Airports should be compatible with surrounding communities, maintaining a balance among the needs of aviation, the environment, and the community. Achieving this balance requires an understanding of the community, in addition to its use of airport services. Maintaining good relationships with stakeholders is good business for airport sponsors, and further the FAA mission to promote a safe and efficient National Airspace System. The FAA generally assists the airport sponsor in developing and enhancing the public involvement program by providing guidance and input, and may also participate in planning studies and provide support during public involvement activities. FAA involvement in planning is often limited to providing guidance for and/or reviewing the public involvement plans. An exception is the preparation of an EIS under NEPA. For an EIS, FAA is responsible for directing the work, including the public involvement program. In this case, the airport sponsor is a valuable resource in providing an understanding of the local community.

1.3.3 The public. The public expects openness and transparency in working with airport sponsors and the FAA. Communities appreciate opportunities to be involved in airport planning and development and, through involvement in the process can come to understand the difficulties making decisions involving trade-offs, for example between economic and noise or other environmental factors. However, past actions, mistrust, or misinformation within a community can complicate a community involvement program. The public generally views airports as being similar to other government agencies, such as public transportation agencies. The public expects the airport sponsor to provide current, understandable, and factual communication, especially when it relates to complex airport planning studies. The public expects to have input on major planning studies, and the FAA and airport sponsors should be prepared to provide feedback regarding where their concerns and interests are being considered in the process.

1.4 AIP and Funding Community Involvement.

The need for community involvement is well-grounded in aviation law and the AIP Handbook, which requires that the Secretary of Transportation only approve applications for an airport development project grant when “It has given fair consideration to the interest of communities

4 Community Involvement Manual, link will be added here when available.

5 National Plan of Integrated Airports Systems (NPIAS), p. 2.;


7 The ”AIP Handbook” is FAA Order 5100.38D. http://www.faa.gov/airports/aip/aip_handbook/
in or near where the project may be located. In making a decision to undertake any airport development project under Title 49, United States Code, the sponsor must show it has undertaken reasonable consultations with affected parties using the airport at which the project is proposed. 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. In addition, eligible projects related to planning and noise compatibility planning and those subject to environmental review have independent requirements for public participation. In general, the level of community involvement should be proportional to the complexity of the project and the degree of public interest.

a. Community involvement programs can generally be supported by AIP or State Block Grant Program funding provided it is part of a project that is eligible and justified. Refer to the AIP Handbook, for specifics on justifying a project for AIP funding. Proper planning can ensure that a community involvement program meets the needs of the sponsor, is reasonable, and can be reimbursed with AIP grant funds. The same criteria used to establish project eligibility and justification would also be applied to community involvement, including the following:

- The project advances an AIP policy (contained in 49 USC § 47101).
- There is a need for the public involvement element of the project.
- The scope of proposed public involvement is required to obtain the full benefit of the project.

b. For medium- and large-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 will be funded. Public hearings and community involvement sessions that facilitate informed decision-making are also eligible, as well as printing of a reasonable number of reports and graphics, and providing electronic media (such as compact discs or thumb drives) that provide information on a project.

1.5 Advantages of a Comprehensive Community Involvement Program

Community involvement will simultaneously inform and involve the community in discussions of the airport project. People have an interest in governmental actions that result in changes to the places they live, work, or visit for recreation, and they may have concerns about the

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8 Grant Assurance 7, in Grant Assurances: Airport Sponsors, (http://www.faa.gov/airports/aip/grant_assurances/media/airport-sponsor-assurances-aip.pdf); and 49 United States Code (USC) 47106(b)(2).
9 Grant Assurance 8, in Grant Assurances: Airport Sponsors.
10 Grant Assurance 9, in Grant Assurances: Airport Sponsors.
11 See Order 5050.4, AC 150/5070-6B Airport Master Plans, and AC 150/5020-1 Noise Control and Compatibility Planning for Airports, respectively.
Potential impacts of an aviation activity. A comprehensive community involvement program can fulfill many objectives simultaneously:

1. Helps provide the basis for achieving a successful outcome to the project. When the public feels that it has provided meaningful contributions to the airport planning process and that its ideas and input were fully considered, it is more likely to understand and accept the conclusions or decisions reached. For any airport project, the more time invested up front to understand the community and its concerns the better the chances of moving forward and achieving a successful outcome to the project.

2. 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 and open with the public about when the airport sponsor is seeking public input and for what purpose.

3. Provides opportunities for public input and to exchange information. The open exchange of information among stakeholders builds trust, improves relationships, and provides a forum where data needed for airport studies can be obtained. The airport sponsor shares its ideas for changes to the airport and discusses the planning processes involved with the community. Community involvement can include sharing data or ideas, providing information, expressing concerns, or providing individual input. Information exchange is a two-way process, helps define the problems and issues, and minimizes questions and distrust.

4. Enhances sponsor and FAA decision-making. Community involvement provides the airport sponsor and the FAA with knowledge and practical insights from the public regarding the issues the airport sponsor should consider. For example, effective public input during a master planning process may highlight local concerns that require closer examination in a NEPA review.

When members of the community feel actively engaged by an airport sponsor, and receive accurate and up-to-date information in an easy-to-understand format, they are more comfortable with planning decisions and supportive of change. Community involvement programs require effort and upfront costs; however the airport project is more likely to remain on schedule when public input is considered from the outset and opportunities for receiving and sharing information are integrated into key points in the process. A community involvement program should be carefully planned and comprehensive to consider all phases of project delivery.

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12 Community Involvement Manual, link will be added here when available.
CHAPTER 2. PLANNING FOR COMMUNITY INVOLVEMENT

2.1 The Community Involvement Process

The type and extent of community involvement for airport projects should be proportional to the complexity of the project and the degree of public interest in the project. A community involvement program should be customized to suit the needs of a particular project or study. The larger the scope of the project, the more potential for impacts to the public and therefore it is more important to have a community involvement plan. A successful community involvement process is likely to include four phases, described below, which include planning, implementation, evaluation, and close-out of a community involvement program. These steps follow the basic management method of ‘Plan, Do, Check, Act’ that is meant to continuously improve a process.

a. Plan. Successful community involvement should be planned early enough to allow the airport sponsor, the FAA, and the public to obtain the necessary resources and data to interact effectively.

b. Design and implement. Select effective techniques and tools that work for the project and the level of community input. Tools include public meetings, the formation of special committees, data collection techniques, and the use of internet and mobile technologies, among many others.

c. Assess effectiveness of public involvement, and reevaluate as necessary. Continuously assess the effectiveness of community involvement. When effectiveness is evaluated throughout the process, airport sponsors can make adjustments to the program so that it achieves the desired outcome.

d. Document and close out the program. An effective community involvement program will conclude by making sure that the goals have been met, the project information is well organized, and the public involvement process has been well documented.

The level and extent of each of the steps above will vary with the size of the project and potential impacts. The CIM provides knowledge, skills, and resources needed to facilitate meaningful community involvement for airports and other FAA practitioners. The CIM also provides considerable guidance and methodology for conducting community involvement for airports, including information on key activities and outcomes during the five phases typical of a project.

2.2 Importance of Early Community Involvement

Community involvement has the greatest impact when it is initiated early and the right stakeholders are engaged. Community involvement should occur before decisions have been made and when there is still opportunity to consider and address concerns. This early planning helps airport sponsors explain the airport tenant and user needs, problems to be addressed, or opportunities to be pursued. Early involvement also helps airport sponsors and the FAA better understand the community, background, and local environment. Any cost or time savings realized by delaying or avoiding community involvement are lost when a project is delayed due to community opposition.
2.3 Preliminary Planning for Community Involvement

One of the first steps in considering public involvement is for the project sponsor to make a preliminary assessment of its existing community involvement program or practices and its anticipated needs. 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 project sponsor should determine if adequate processes are already in place and whether these processes 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. Since FAA’s airport planning grants cannot be amended, the sponsor, consultant, and FAA should consult on what level of community involvement the project merits during the scope of work, and develop a framework for community involvement before the contract is executed.

- **Assemble a team and identify the team lead.** Designate a project team or an individual to plan the community involvement program and design and implement the outreach efforts. A formal team charter may be warranted to affirm team responsibilities and get the necessary leadership buy-in.

- **Establish purpose and goals of the public involvement program.** Identifying the goals and objectives of community involvement is critical. The purpose and goals influence everything that follows: the people that will be involved, the type of tools and techniques that will be used, the level of participation required, and the type of information that will be provided to the public. The airport sponsor should consider the following questions with regard to the goals of the public involvement program:

  - What information does the public need to understand the current airport project?
  - What areas of the project would you want the public to focus on - analyses, alternatives, and/or decisions, and at what level of detail?
  - How can we best work directly with the public to make them aware of the project and understand their concerns?
  - Does the type of project place any limits on public participation or generation of alternatives (Security/safety requirements), and to what extent can the public provide ideas and feedback regarding the process?
  - How will public ideas and feedback be incorporated into the airport project?
  - What are the expected outcomes of the community involvement program?

The answers to these questions help to provide the scope of the community involvement plan. The general objectives of community involvement are to improve understanding of community concerns, inform the community, use community input to improve decision making, and enhance the transparency of the decisions 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 dynamic as shaping the future growth of the airport. When people understand their roles in a process, they respond more effectively and are more likely to stay involved until the process is complete.
• **Consider the nature of the planning project.** All projects funded with AIP grants are bound by FAA grant assurances to include community involvement, but there may be other requirements depending on the proposed airport action, which may dictate a preferred method of community involvement. The unique perspectives of master plans, environmental reviews, and noise compatibility plans require different strategies for community involvement, which should be considered in the process.

  o **Master plans.** A master planning process is typically focused on how the airport can accommodate forecasted aircraft operations and passenger movement demands of the future. In essence, a master plan is a vision for airport growth. Therefore, area businesses, trade groups, and convention and visitors bureaus may be interested in participating in master plans as part of a stakeholder committee. The general public is typically interested in maintaining convenient airline service, but will also be interested in growth plans. Airport Master Planning is a process that builds on itself by developing an aviation forecast, then identifying facility requirements, discussing project alternatives, and then developing plans for implementation. These are also the most effective times in the process for community input, especially after the forecast when the airport needs are formulated. Identify the public entities that may be affected by future airport development and inform them of the planning process and development alternatives. Outreach meetings with specific federal, state, and local resource agencies or groups may be helpful to share perspectives and understand potential mitigation strategies. The Master Plan AC recommends committees to facilitate the public involvement program, such as a Technical Advisory Committee (TAC) or a Citizen’s Advisory Committee (CAC). See AC 150/5070-6, *Airport Master Plans*, for specific public involvement requirements for master plans. Sustainability planning, whether as part of a master plan or as a stand-alone exercise, will typically generate interest from local MPOs, environmental advocacy groups, and airport users. Small group settings, such as brainstorming or visioning sessions, may also be effective.

  o **Environmental reviews.** Environmental reviews have the potential to generate greater community interest than a master plan because they relate to a specific development or action that is ready for implementation. Environmental reviews may require more coordination with other agencies, such as state departments of natural resources, the Army Corps of Engineers, or the Environmental Protection Agency (EPA). In addition to formal federal, state, and local agency coordination, the environmental reviews may require a certain level of public notification, opportunities for the public to provide comments, and responses provided by the project sponsor. The NEPA documentation needs to detail the community involvement program and opportunities for community involvement in addition to those required for any relevant special purpose laws for environmental review of airport projects. NEPA may require public notice and opportunity for public comment, depending on the scale and scope of the project, in addition to those required for any relevant special purpose laws. The NEPA documentation should describe the community involvement program. For certain projects such as major runway extensions, the environmental requirements must include a public hearing.13 Even categories of actions that are excluded from further NEPA

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13 See 49 USC 47106 (c)(1)(A)(i)
analysis (CATEX) 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 applied. See FAA Orders 1050.1F, Environmental Impacts: Policies and Procedures, and 5050.4B, NEPA Implementing Instructions for Airport Actions, for community involvement requirements during environmental review of airport projects.

○ **Noise compatibility planning.** Noise compatibility planning under Part 150 is generally focused on noise-sensitive land uses in the airport vicinity (for example, residential). Community involvement for these studies will attract participation by concerned residents. The study area for noise compatibility planning is usually defined by the DNL 65 dB contour within which residential use is considered incompatible with airport noise, but may include other areas potentially affected by noise from aircraft landing and take-off. Other relevant communities and stakeholders may not be within the DNL 65 dB but should 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. Community involvement for noise compatibility planning will need to cover the possibility of land acquisition (including home purchases) and/or sound insulation, which can be sensitive subjects among homeowners. The results of noise exposure analyses and mapping will be a central element of the discussions, and instrumental in determining mitigation measures. Noise compatibility programs sometimes require the formation of community focus groups as well as technical advisory committees, and the final noise compatibility program must demonstrate how the group concerns were taken into account. Coordination with community groups may continue after the planning process is complete to ensure that mitigation is effective. See AC 150/5020-1, Noise Control and Compatibility Planning for Airports, as well as the FAA Airport Noise Compatibility Planning Toolkit, for specific requirements of public involvement in noise plans.

○ **Requests for access restrictions based on noise.** The Airport Noise and Capacity Act of 1990 (ANCA) mandated the creation of a national program for reviewing airport noise and access restrictions on the operations of Stage 2 and Stage 3 aircraft. In September 1991, the FAA established 14 CFR Part 161. 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 required to be submitted in order for FAA to consider a noise based access restriction.

- **Identify federal and state legal requirements for public involvement.** Review legal requirements to determine the baseline community involvement required. Coordination with FAA can help identify typical federal and state requirements for airport projects. 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 public participation. A more extensive program tailored to the project and the community can ensure

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14 See AIP Handbook Table R-6: Noise Compatibility Planning/Project Requirements.

15 Available at: http://www.faa.gov/airports/environmental/land_use/
that these requirements are met and can also be effective in furthering other community
involvement goals.

- **Identify the relevant communities and other stakeholders and how they may be affected.** Relevant communities and other stakeholders may be identified based on past interest in airport projects, agencies that will be engaged in a future NEPA or permitting process, and those with economic, community and environmental interests that could be affected by the project. Master plans that define proposed airport development should incorporate consideration of residents close to the airport, and also stakeholders that have an interest in the future development of a major local economic engine. For noise-related and other environmental studies, past noise maps or a preliminary estimate of aircraft noise exposure may be used to identify potential stakeholders. Part 150 requires public and planning agencies whose jurisdiction or responsibility is either wholly or partially within the DNL 65 dB noise contour to be involved (A150.105 (a)). Part 161.303(b) requires public notice and direct notification to Aircraft operators, the FAA, each federal, state and local agency with land use control jurisdiction within the airport noise study area (DNL 65 dB contour), fixed-base operators and other airport tenants potentially affected, community groups and business organizations known to be interested in the proposed restriction.

- Organizations and individuals that may be interested include:

  (a). Local elected officials
  (b). Neighborhood association leaders
  (c). Chamber of Commerce
  (d). Metropolitan planning organizations
  (e). Municipal/county planning departments
  (f). Local transportation and/or transit agencies
  (g). Convention and visitors bureau
  (h). Airport users, including pilots of based aircraft, fixed base operators (FBOs), airlines, airport businesses, tenants
  (i). The military
  (j). Federal, state, and local permitting agencies
  (k). Environmental advocacy groups
  (l). Nongovernmental organizations
  (m). Historic District Associations and Historical Societies
  (n). Indian tribes
  (o). Low-income and minority populations

- **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. Public outreach can be customized to a community to increase the likelihood of involvement. Recognizing any circumstances that could limit participation can be
critical to project success, such as recognizing language barriers or being mindful of Americans with Disabilities Act (ADA) requirements. Refer to the FAA Community Involvement Manual for additional unique circumstances to be mindful of. The following are some of the major special circumstances to be aware of:

(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, enhanced outreach to these groups may be required, as directed by the FAA, 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) Tribal communications. If American Indian or Alaska Native tribal organizations may be affected, some specific considerations may be required with regard to tribal outreach. Principles of environmental justice apply equally to Native Americans, as described above. Also, the FAA follows the principles of government-to-government communication with tribes when establishing policies or supporting projects that may significantly or uniquely affect tribes. If there are significant tribal implications related to a project, it is best to coordinate with your local FAA staff on how to proceed with community involvement. Tribal communications are often most effective through person-to-person meetings and information/education sessions for tribal leaders, in addition to written communications. FAA Order 1210.20, American Indian and Alaska Native Tribal Consultation Policy and Procedures, provides guidance for FAA personnel on how to conduct government-to-government consultation. Each FAA region has a Regional Tribal Consultation Official (RTCO), and there is a National Tribal Consultation Official (NTCO) in the FAA Headquarters Office of Environment and Energy.

(3) Level of community interest. The level of interest the proposed project generates among the community may affect the tools and techniques used to carry out community involvement. If there is a significant level of interest or anticipated impact from the project, you may choose different tools and techniques for community involvement. A complex and long-lasting program must be organized and well-documented to maintain progress and avoid revisiting topics or decisions that have already been addressed. Conversely, 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.

(4) Geographic considerations. The project sponsor needs to determine if specific geographic considerations may influence the success of community involvement. A neighborhood informational meeting may be all that is necessary for an airport project that has limited impacts within a small area. Alternatively, a project with a large study area may require multiple workshops at various locations to minimize the travel time and distance to meetings, thereby improving the opportunities for participation.

(5) Political issues. Planning for community involvement must include consideration of political issues that may affect the success of the project. Politicians frequently attend

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16 See FAA Order 1210.20, American Indian and Alaska Native Tribal Consultation Policy and Procedures.
public meetings, and will often use a community involvement event as a forum for
political debate within the community. Realize that political involvement may affect the
nature of the public involvement. Social and political issues such as the local economy,
land use, and traffic are common political interests, and planners should consider how
elected officials will view the proposed project in light of these issues.\(^{17}\) Be prepared as
best as possible to address or comment on the likely concerns of politicians.

- **Balance community involvement program needs with financial and time constraints.**
The level of community involvement in airport planning should be proportionate to the
complexity of the project and the degree of public and agency interest likely to be generated. At
the same time, cost considerations affect community involvement choices, and balancing
community involvement with other airport schedule and resource needs is an important aspect
of airport planning.

- **Scheduling of public involvement and airport development.** Successful stakeholder
involvement requires people to commit time and energy to the process, which can sometimes be
challenging. The project sponsor should consider the overall airport development schedule and
strategically plan community involvement meetings around major milestones or decision points
in the process. Meeting should be planned outside of 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 used, and the number and
timing of events. Securing active involvement and sustaining it over the life of the community
involvement 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 drop off when stakeholders feel that their input has been not been
considered or their concerns have not been addressed. The involvement process, and the
information it presents, need to be designed to be “user-friendly” and provide people an easy
and effective means of getting information and providing input.

\(^{17}\) Note that no federally funded community involvement program may be used for political lobbying, in
accordance with 18 USC § 1913.
CHAPTER 3. DESIGNING AND IMPLEMENTING A COMMUNITY INVOLVEMENT PROGRAM

3.1 Introduction

The objectives of community involvement are enhanced airport planning, minimized public controversy, and increased public support for airport projects. The CIM reaffirms the FAA’s commitment to give the public an opportunity to be informed, become involved, and have their concerns and views considered.\(^\text{18}\) In addition, specific drivers for a master planning project, a noise compatibility study, or an environmental determination may influence community involvement. Most community involvement processes include public meetings at which members of the community discuss the circumstances of the project and alternatives, have an opportunity to ask questions of project management, and can voice opinions and concerns that may be relevant to project development. On some projects, a series of workshops are held to review specific design plans and elicit feedback. The extent of these meetings will depend on the needs and overall complexity of the project.

Despite differing goals, all community involvement programs share some familiar components. Disseminating information to the community about the project is a fundamental component, and continued distribution of updated information on design alternatives or environmental impacts is often required as planning progresses. In addition, 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 decisions are made, what sort of tradeoff considerations are involved in planning, and why certain choices are prioritized over others. The tools available for sharing information and facilitating stakeholder dialogue range from traditional methods, such as newspapers and flyers, to more dynamic methods, such as websites and social media. The most common community involvement strategies and tools are described in this chapter, with guidance on when to use each and other tips and techniques to consider when using them. The CIM provides details and descriptions of the techniques and the advantages and limitations of each technique.

3.2 Strategies to Enhance Community Involvement Notification and Engagement Techniques

a. Technical assistance for the public. Airport planning often involves highly technical information and terminology that needs to be explained in plain language for the public. Community participants will better understand, and provide helpful feedback, if they receive clear explanations of technical issues, such as airport functions or aircraft noise. Technical assistance could be provided by airport staff or outside consultants to help the public understand the airport project.

b. Leveraging existing relationships. Successful and cost-effective community involvement often includes leveraging existing relationships. Developing and coordinating relationships with environmental resource agencies, community-based organizations, or citizen advisory committees improve opportunities to capitalize on events within the

\(^{18}\) Community Involvement Manual, link will be added here when available.
community that people already attend. 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 out to an audience that may not otherwise seek out attendance at an airport planning event. Reaching out to underserved populations through representatives, such as school teachers and clergy, can provide understanding and increase participation from these groups.

c. **Use of a public involvement specialist or meeting facilitator.** In some circumstances it is more practical and less costly to enlist the services of a public involvement specialist, who can design and run the process. In other circumstances, it may be helpful to use a meeting director, facilitator, or mediator. A meeting facilitator recognizes speakers or commenters, is skilled in adapting the agenda to the reality of the meeting, and keeps people focused on meaningful dialogue. The 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 project sponsor’s staff to participate more, without having to worry about running the meeting. 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 the meeting.
- Ensuring that the meeting room set-up is designed to meet desired participation and meeting objectives.
- Ensuring that the meeting agendas and schedules are followed.
- Helping the project sponsor define goals for the meeting and focus on accomplishing those goals.
- Keeping discussions focused and constructive.
- Ensuring that all participants have an appropriate opportunity to participate.
- Serving as a guardian of the credibility and efficacy of the process.

d. **Strive for transparency and trust.** Sometimes, past actions, mistrust, or misinformation within a community can complicate a community involvement program. These situations must be recognized and actively managed, especially in communities that have historically opposed and distrusted the airport sponsor. Topics should be discussed, so sensitive issues do not have to be avoided. At the same time, if opposition is anticipated, the meeting could be structured to avoid opportunities for public “grandstanding.” The public may be more inclined to trust outside consultants rather than airport staff depending on the relationships that exist, so engaging an experienced facilitator may be helpful. Similarly, information generated by outside sources may be more effective for a public audience than that generated by an airport sponsor or other government agencies.

3.3 **Selection of Outreach Tools to Engage the Public**

Public outreach is initiated by notifying the public of an airport project, and there is usually an ongoing need to share information about plans, schedules, and outreach efforts throughout a project. Many options are available for informing the community about upcoming events and
important project timelines. Some outreach tools can also be used to gather information from the public as well, or provide two-way communication between the public and the project sponsor. It is important to note that information or presentation materials used to engage the public should be user friendly and avoid overly technical jargon and acronyms.

The general goal of community involvement is improved airport projects, but specific project objectives are somewhat more nuanced, and the tools and techniques appropriate to each situation will vary. A community involvement program will incorporate a variety of these techniques and be targeted to the airport development project, the public audience, and other unique elements of the airport development process.

The following are common means of involving the public at different levels to match the needs of a particular airport project, with guidance on when to consider using them and other tips and techniques for the project sponsor to consider.

**Public Meetings**

- **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 point in the project and provide a forum to collect comments for public record. Alternatives to the formal public hearing format may include 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. By conducting public hearings concurrently with informational meetings/open houses or public workshops, comments can be recorded by court reporters over a longer period of time in a separate space for the convenience of those providing comments. The sponsor may be required to offer the public an opportunity for a public hearing, such as the Part 150 process. However, a public hearing may only be required if specifically requested.

- **Informational meetings/workshops/open houses.** Holding an informational event for the public provides an opportunity for the community to learn about the project and provide comments in an informal setting. These informational meetings/workshops/open houses provide an opportunity to assemble a large group at one time to discuss the project, and can be held over a few hours, a whole day, or a series of days so that members of the public can show up when it is convenient to them.

**Targeted Group Meetings**

- **Community advisory committee meetings.** Community advisory committees (CAC) can have a variety of structures, representing only residents or also including a variety of other stakeholders, such as airport tenants and agency officials. A CAC can increase active involvement and two-way communications between the airport sponsor and the community by providing a focused committee for affected community members and groups.

- **Community neighborhood or organization committee meetings.** Similar to a CAC, a community neighborhood or organization committee is a tool to enhance public outreach. These committees are slightly different from a CAC because the committees consist 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.
Charrette. A charrette is a meeting designed to engage a variety of individuals over a very concentrated period of time. A charrette can be an intensive, hands-on workshop that brings people from different disciplines and backgrounds together, typically to explore options for future airport development.

Focus groups. Focus groups allow the project sponsor to receive in-depth reactions to issues. When conducted early in the project, they can help outline the public participation plan and indicate how the general public or resource agencies will likely react to certain noise issues or alternatives. Focus groups are a useful tool for coordinating and communicating with environmental justice communities. The reactions of a focus group cannot, in all cases, be relied upon to represent the greater community.

Internet and Technology Tools

Websites. A dedicated website is one way to publicize information for an airport project, provide information about upcoming or previous public involvement activities, and provide opportunities for public interaction and feedback. The public will expect a web presence for any large, complex project. Websites can provide download access to project information that has been published to the website always available to the public. Developing a new website requires its own level of coordination and advanced planning which should be factored into the schedule.

Social media. For many communities, Facebook or other similar social media is the preferred means of communication for project information. Social media allows for active participation with the public. The project sponsor can share information and insights and can demonstrate to the public that it is listening to their comments.

Interactive web-based public involvement/crowd-sourcing. Crowd-sourcing refers to an open process in which people are invited to share ideas addressing a specific question or topic. Typically, crowd-sourcing is web-based, but it can also occur in person. Unlike social media, which is typically used on an ongoing basis, crowd-sourcing focuses on a single topic. Crowd-sourcing is a way to engage more members of the public and helps in analyzing, absorbing, and using the public’s ideas and suggestions.

Print and Other Traditional Media

Fact sheets/brochures/newsletters. Fact sheets, brochures, and newsletters are one-way communication methods from the project sponsor to the public intended to inform and educate. While postage costs can be expensive, this type of mailed information is an effective means of communicating information broadly to the public or other interested parties.

Press releases. With the advent of online media, press releases have become a less frequently used tool. However, press releases to the news media can be a very effective means of providing information and getting published in local newspapers or periodicals. Press releases are an important method for starting public dialogue on a project, offering the opportunity for the project sponsor’s viewpoint to be more widely known, and getting ahead of public opinion.

Newspapers and articles. Newspapers are the basic method for announcing an airport development project, where to obtain more information about a project, or notice of an upcoming public meeting. Generally, these announcements are simple. Press releases will
often lead to articles, and working with local newspaper reporters to have a story written about airport development projects can be an effective way to ensure large distribution for relatively low cost. Most newspapers are also published online, allowing greater public access.

- **Newspaper/mail inserts.** Inserts offer another means of distributing information on airport planning activities and can be distributed in newspapers or with standard mail, such as utility bills. These inserts are a one-way communication method, but can develop into a two-way communication method if the inserts contain a response form to be returned to the project sponsor. Response forms provide a means of identifying those individuals and groups interested in participating in future public involvement activities.

- **Survey.** Paper or online surveys can determine public attitudes, values, and perception regarding an airport project. Surveys have been used successfully on master planning and sustainability planning projects to gain a better understanding of current airport tenant practices and facility/infrastructure needs. Surveys are also used in NEPA processes to receive 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 would be project-dependent, and should be mindful of federal requirements for certain types of surveys.

- **Visualizations and videos.** Visualizations and videos can be effective public involvement techniques that transcend language barriers, educate, and visually explain technical concepts. Appropriate graphics, including maps, images, or “before and after” displays, are essential for presenting project information. Additionally, videos can be powerful tools in illustrating the ideas, goals and impacts of an airport project. For instance, a video can be created that illustrates what currently exists and how it would change as a result of the airport project.

- **Television/radio.** Many areas have radio, television, or cable stations that offer public service announcements as part of their regular programming. In addition, public television and radio advertising can reach a large audience.

- **Community bulletin boards.** Community bulletin boards are common in smaller rural towns. They are commonly used in supermarkets to announce town/community events. Some suburban residential communities or neighborhoods may also provide bulletin boards that could be used to provide project information to the public.

Additional details on community involvement tools and techniques can be found in Appendix C Community Involvement Tools and Techniques.
CHAPTER 4. DOCUMENTING THE PROCESS, ASSESSING EFFECTIVENESS, AND CLOSING OUT A PROGRAM

4.1 Documentation of the Process.

Documentation is one of the most critical components in a community involvement program as it offers a means of recording information, enhancing transparency, and evaluating outcomes from the project process. The community involvement program is more likely to succeed if there is an organized 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, and how participants will be informed, as well as information needs, budgets, and external constraints. Such a plan serves as a tool for communication on progress while the process is under way, and can ultimately be included in the overall project documentation, typically as an appendix or attachment, to demonstrate a methodical approach conducted by the project sponsor. The plan is often the starting point for writing the final report.

While the process is underway, effective documentation of efforts will enable the project sponsor to 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/comments and photographs from the community involvement events. Good documentation shows you what worked at a meeting and what doesn’t, which can help to focus the next meeting or event. It is difficult to compile the information at the end of a project, and details about the context of discussions are difficult to remember if not recorded immediately. Good documentation of a community involvement process keeps everyone informed, keeps the process transparent, helps eliminate redundancy, and facilitates a final administrative record. As such, proper documentation can also save time and money while resulting in better products.

4.2 Monitoring and Evaluating a Community Involvement Program

Ongoing evaluations are important to demonstrate progress, keep people interested, manage expectations, and maintain momentum, especially for complex or long-term community involvement programs. A variety of performance measures can be used to determine whether or not the process is meeting overall goals and objectives. Some programs, such as noise compatibility programs, can result in actionable recommendations that are generally supported by the community. Monitoring and evaluation provides feedback to help modify and enhance programs.

(1) Assessing Effectiveness. An assessment of the public involvement process can provide answers regarding how well a project sponsor is engaging and addressing public dialogue. Answers about the process may only be needed by project management, but may also provide feedback to outside parties or the media. In fact, reporting back to a community on how well the public involvement process is going is helpful in managing expectations and keeping the process moving forward. The implementation-based performance measures listed in Table 4-1 are used to evaluate the actions taken to conduct the public involvement program, such as the number of meeting notifications distributed to the public. These measures are typically easy to compile, provide a quick overview of the actions, and may support other
results-based measures. Results-based performance measures, listed in Table 4-2, focus on the outcomes of a public involvement activity, for example, the percentage of meeting attendees who live in the area exposed to day-night aircraft average sound level of 65 A-weighted decibels (DNL 65 dB). Results-based measures generally provide more insightful information than basic implementation-based measures and can indicate whether a particular public participation activity contributed to the program’s overall goals and objectives.
Table 4-1. Sample of Implementation-based Public Involvement Performance Measures and Data Collection Methods

<table>
<thead>
<tr>
<th>Performance Measures</th>
<th>Data Collection Method</th>
<th>Level of Effort to Collect Data</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of meetings</td>
<td>Document the number, format, dates, and locations of meetings</td>
<td>Low</td>
</tr>
<tr>
<td>Nature of comments received</td>
<td>Analyze and summarize comments received after each public event/public document review</td>
<td>Low to High (depending on number of comments received)</td>
</tr>
<tr>
<td>Number of names on mailing list</td>
<td>Document the number of names on mailing list</td>
<td>Low</td>
</tr>
<tr>
<td>Range of media used for meeting notices and other project information (e.g., newspaper, website)</td>
<td>Document various media types used, including date published, name of publication, coverage, and reason for publication</td>
<td>Low</td>
</tr>
<tr>
<td>Range of venues for meetings</td>
<td>Document the venue locations used for the outreach events and time of day</td>
<td>Low</td>
</tr>
<tr>
<td>Number of appearances at community events and meetings</td>
<td>Document the number of invited appearances at community events and meetings, including description of event, information presented, meeting dates, location, and estimated number of attendees</td>
<td>Low</td>
</tr>
<tr>
<td>Availability of alternative transportation, particularly mass transit, for outreach locations</td>
<td>Document availability of fixed-route public transit within ¼ mile (walking distance) of outreach locations</td>
<td>Low</td>
</tr>
<tr>
<td>Number of outreach meetings with specific groups/neighborhoods (e.g., ethnic communities, resource agencies, homeowners associations, community leaders, neighborhood groups)</td>
<td>Document number of meetings with each specific group/neighborhood and material presented</td>
<td>Low</td>
</tr>
<tr>
<td>Performance Measures</td>
<td>Data Collection Method</td>
<td>Level of Effort to Collect Data</td>
</tr>
<tr>
<td>-----------------------------------------------------------</td>
<td>----------------------------------------------------------------------------------------</td>
<td>---------------------------------</td>
</tr>
<tr>
<td>Number of comments received</td>
<td>Document the number of comments received after each public event/public document review</td>
<td>Low</td>
</tr>
<tr>
<td>Number of participants at outreach events</td>
<td>Request participants to use sign-in sheet</td>
<td>Low</td>
</tr>
<tr>
<td>Number of page views, unique visitors, and returning visitors to a project website</td>
<td>Program project website to provide user statistics to monitor website activity. Monitor user statistics monthly to gauge website activity</td>
<td>Medium</td>
</tr>
<tr>
<td>Number of followers on social media sites</td>
<td>Document number of followers</td>
<td>Low</td>
</tr>
<tr>
<td>Clarity and adequacy of project information</td>
<td>Responses to surveys distributed to participants at meetings, via the Internet, or by mail</td>
<td>High</td>
</tr>
<tr>
<td>Diversity of stakeholder participation (representative of surrounding community)</td>
<td>Determine geographic locations of participants from sign-in sheets; observations by planning team during outreach events</td>
<td>Medium</td>
</tr>
<tr>
<td>Percent of affected population (based on study area) that attend project specific open houses/workshops/public hearings</td>
<td>Request addresses on sign-in sheets; using the addresses, calculate percent of participants from the study area</td>
<td>Medium</td>
</tr>
<tr>
<td>Geographical distribution of outreach event attendees</td>
<td>Request addresses on sign-in sheets or ask attendees to mark house locations on map board at outreach event</td>
<td>Medium</td>
</tr>
<tr>
<td>Public participation plan modifications based on public input</td>
<td>Document list of specific plan changes that occurred as a result of public comments and stakeholder feedback</td>
<td>Low</td>
</tr>
</tbody>
</table>
# Performance Measures

<table>
<thead>
<tr>
<th>Performance Measures</th>
<th>Data Collection Method</th>
<th>Level of Effort to Collect Data</th>
</tr>
</thead>
<tbody>
<tr>
<td>Participants have feedback about public participation process/event (survey results)</td>
<td>Meeting facilitators administer participant feedback survey and review responses or online surveys administered through project websites; the survey questions could cover the convenience of meeting time and location, adequate notice of meeting, facilitation, and presentation of material</td>
<td>High</td>
</tr>
</tbody>
</table>

Evaluations should typically occur after every planned public involvement activity. Public comments received (by email, telephone, website, etc.) should also be monitored throughout the program. At each scheduled event, 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 to the project? Why or why not?
- What worked well? Why?
- What did not work? Why?
- What could be done differently in the future?
- Are stakeholder expectations being met?
- Is the public involvement process on track to meet project goals and objectives?

## 4.3 Sponsor Revision of the Public Involvement Program

The public involvement program can be adjusted at any time and the tools and techniques employed revised based on the monitoring and assessment information. Adjustments may be minor, such as posting more frequent updates of project information on a website, or more substantial, such as assigning staff to hold regular meetings with residents of a particular neighborhood or environmental resource agency.

## 4.4 Close-out of a Community Involvement Program

Some community involvement efforts may be continuous and ongoing, but many will require some form of closure. Close-out of a program involves several components, from successfully wrapping up the process with stakeholders to documentation of the process for administrative and legal purposes. Documentation of the process provides for effective evaluation, creates a resource to draw on for reporting, demonstrates adherence to federal AIP grant requirements, and forms the basis of the final administrative file or record.
(1) **Summary report.** The summary report from the community involvement program becomes the final record of the process and can be included as an appendix to other studies or grant applications. Summary reports for a 14 CFR Part 150 study may provide proceedings of meetings, while a master plan summary report may describe the public’s comments on development alternatives, and NEPA documentation would provide a summary of issues raised as well as responses to substantive comments. 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. Overall, the final documentation should include:

1. The public involvement planning process, methodology, and design of the program;
2. Describe the context of the community or region at the time;
3. Document the dates, times, and locations of public involvement activities;
4. Summarize the goals and outcomes of community involvement events;
5. Document how many people attended each public involvement event;
6. If surveys were conducted, include the results and analysis;
7. Include any materials created for the program in the final report;
8. Include a summary of comments received during the public involvement program;
9. Provide a summary of responses to comments received.

(2) **Procedure for recording and responding to public comments.** An airport project must include consideration of the public’s input and concerns. Public comments must be solicited and responses provided as part of an EIS and may be solicited for EAs. A summary of comments received and responses to those comments is provided in the NEPA document. Part 150/161 studies should provide a summary of the comments received and comments should be made available to interested parties, although formal responses are not necessarily required. A summary report may address all comments received as a record of the public dialogue. Not all comments received in a community involvement process must result in project changes. Some comments may be overridden by safety concerns or are outside the scope of the current proposed project. A logical explanation for why a comment was not accepted or not considered is also a valuable contribution to the community involvement process, and can help maintain a constructive dialogue.

(3) **Administrative file/record.** An administrative file/record must be maintained for EISs and larger EAs for legal purposes. The administrative file/record includes all records of the EIS, not just the public involvement program. The administrative file/record is easiest to compile if it is updated regularly over the course of the project, rather than prepared at the end. 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. These materials should also be included as part of the administrative file, as required. Typically anything that is in the public record should be included (e.g., advertisements, sign-in sheets, public comments).
When setting up the administrative file/record, it is helpful to create a database that provides an index of the information so that a particular document can be easily retrieved. The following information should be tracked for each document contained in the record/file:

- File name
- File type (Word file, modeling files, PowerPoint presentation, etc.)
- Description
- Date
- Unique code (for cataloging and retrieving)
- Who prepared the file
- Purpose of the file (e.g., memorandum, technical report, data)
APPENDIX A. GLOSSARY, ACRONYMS, AND ABBREVIATIONS

GLOSSARY

Airport Master Plan. An Airport master plan is a document setting forth the potential long-term development of an airport (AC 150/5070-6B). The goal of a master plan is to provide well-reasoned 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. Public involvement is an essential ingredient in developing a master plan. 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.

Airport Sustainability Plan. The addition of sustainability considerations into the traditional airport master planning process provides a framework for a holistic view of an airport’s economic, environmental, social, and operational opportunities. For the development of sustainable master plans, or stand-alone sustainability plans, the FAA encourages active public involvement and community outreach tailored to the needs of the airport and the community.19

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, the FAA must provide meaningful public involvement in those communities. See DOT Order 5610.2(a).

NEPA. The National Environmental Policy Act of 1969 requires federal agencies to consider the environmental impacts of proposed actions prior to federal approval. The FAA must comply with NEPA, and Section 1506.6 of NEPA describes several points of public involvement required in the NEPA process. FAA Orders 1050.1F, Environmental Impacts: Policies and Procedures, and 5050.4B, NEPA Implementing Instructions for Airport Actions, address NEPA requirements and provide guidance for airport projects. NEPA regulations, in describing the public involvement process, 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 are compelled to seek input from local jurisdictions and to make documents available for public review and comment. NEPA also serves as “a framework” statute for completing 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, addressing environmental justice.

Part 150. Part 150 studies are intended to model noise from aircraft operations at an airport and determine the surrounding community’s compatible and incompatible land uses (Title 14 Code

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19 See: http://www.faa.gov/airports/environmental/sustainability/
of Federal Regulations Part 150, Airport Noise Compatibility Planning). 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 as well as the opportunity for public input. Because Part 150 studies are conducted to reduce noise exposure effects in the community, residents’ participation is central to achieving success. Public comment helps characterize the effects of noise on affected communities, and the input is considered when developing noise reduction strategies. Without evidence of public involvement and consideration of public input, the FAA cannot accept a Noise Exposure Map or approve a Noise Compatibility Program developed under Part 150, and eligibility for federal funding could be jeopardized.

**Part 161.** A Part 161 (Notice and Approval of Airport Noise and Access Restrictions) application is a comprehensive process that airport sponsors must follow when proposing any noise or operational 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 Stage 3 restriction.

**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 otherwise interested in airport activities.

**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 point and 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 5050.4B and 1050.1F, and in the Administrative Procedures Act (Subchapter II; 5 USC § 551 et seq.).

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

**Public Involvement Program.** A public involvement program consists of a strategic effort in which a project sponsor plans, designs, implements, and adjusts (if necessary) the process to engage the public.

**Stakeholders.** Stakeholders are people or organizations that identify themselves as having an interest in the results of an airport project. This interest could be economic (e.g., business could be affected), proximity (e.g., the public 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 strong beliefs 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.

**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 owner/operator or the FAA. Generally, an airport operator is responsible for most planning-related studies; however, EISs are managed by the FAA. Therefore, references to project or study sponsor in this AC may refer to either an airport sponsor/operator or the FAA, depending on the project.
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<tr>
<th>920</th>
<th>ACRONYMS AND ABBREVIATIONS</th>
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<tbody>
<tr>
<td>921</td>
<td>AASHTO American Association of State Highway and Transportation Officials</td>
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<tr>
<td>922</td>
<td>AC Advisory Circular</td>
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<tr>
<td>923</td>
<td>AIP Airport Improvement Program</td>
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<tr>
<td>924</td>
<td>BLM Bureau of Land Management</td>
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<tr>
<td>925</td>
<td>CAC Community Advisory Committee</td>
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<tr>
<td>926</td>
<td>CEQ Council on Environmental Quality</td>
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<td>927</td>
<td>CFR Code of Federal Regulations</td>
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<tr>
<td>928</td>
<td>DNL Day-Night Average Noise Level</td>
</tr>
<tr>
<td>929</td>
<td>DOT U.S. Department of Transportation</td>
</tr>
<tr>
<td>930</td>
<td>EA Environmental Assessment</td>
</tr>
<tr>
<td>931</td>
<td>EIS Environmental Impact Statement</td>
</tr>
<tr>
<td>932</td>
<td>FAA Federal Aviation Administration</td>
</tr>
<tr>
<td>933</td>
<td>FBO Fixed Base Operator</td>
</tr>
<tr>
<td>934</td>
<td>FHWA Federal Highway Administration</td>
</tr>
<tr>
<td>935</td>
<td>MPO Metropolitan Planning Organization</td>
</tr>
<tr>
<td>936</td>
<td>NEPA National Environmental Policy Act of 1969</td>
</tr>
<tr>
<td>937</td>
<td>P.L. Public Law</td>
</tr>
<tr>
<td>938</td>
<td>RTO Regional Tribal Consultation Official</td>
</tr>
<tr>
<td>939</td>
<td>TAC Technical Advisory Committee</td>
</tr>
<tr>
<td>940</td>
<td>TCRP Transportation Cooperative Research Program</td>
</tr>
<tr>
<td>941</td>
<td>USC United States Code</td>
</tr>
</tbody>
</table>
APPENDIX B. APPLICABLE LAWS, REGULATIONS, AND GUIDANCE

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. The studies are described below along with their

a. Master plans. An airport master plan is a document that sets forth recommendations for the potential long-term development of an airport (AC 150/5070-6B). The goal of a master plan is to provide well-reasoned development recommendations over a long-term planning horizon, typically 20 years. The master plan discusses the steps to be taken to satisfy the anticipated future needs of an airport, while considering the surrounding community, the local built and natural environment, and socioeconomic factors. Public involvement is an essential ingredient in development of a master plan and AC 150/5070-6B includes a chapter describing the specific requirements of public involvement in the planning process. 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 or an environmentally sensitive resource. The addition of sustainability considerations into the traditional master planning process provides a framework for a holistic view of an airport’s economic, environmental, social, and operational opportunities. The FAA encourages active public participation and community outreach tailored to the needs of the airport and the community in the development of sustainable master plans.20

b. 14 CFR Part 150 planning. Part 150 plan development are meant to model noise from aircraft operations at an airport and to determine if the surrounding community is developed in compatible or incompatible land uses (14 CFR Part 150, Airport Noise Compatibility Planning). Different land uses within a community and different levels of aircraft noise will result in variable exposure to noise in the communities surrounding the airport. Without evidence of public involvement and consideration of public input, the FAA cannot accept a Noise Exposure Map or approve a Noise Compatibility Program developed under Part 150, and eligibility for federal funding could be jeopardized.

c. Part 161 applications. A 14 CFR Part 161 application for noise based access restriction (Notice and Approval of Airport Noise and Access Restrictions) is a comprehensive analysis that airport sponsors must complete when proposing any noise or operational access restrictions on aircraft. The Part 161 processes must include public notification as well as public input. Public input helps characterize the effects of noise on surrounding communities, and the input is considered in the application process.

d. NEPA reviews. NEPA requires federal agencies to consider the environmental impacts of proposed actions prior to federal approval. Section 1506.6 of NEPA requires public involvement in the NEPA process at several points. FAA Orders 1050.1F, Environmental Impacts: Policies and Procedures, and 5050.4B, NEPA Implementing Instructions for Airport

20 See: http://www.faa.gov/airports/environmental/sustainability/
Actions, address NEPA requirements and provide guidance for airport projects. NEPA regulations, in describing the public involvement process, require federal agencies to: consider environmental information in their decision-making process; obtain information from the public regarding environmental concerns surrounding an agency’s proposed action; fully assess and disclose to the public potential environmental impacts resulting from the proposed action and alternatives; and allow the public to comment on these findings. For substantial airport development projects, federal agencies are required to seek input from all affected stakeholders and make project documents available for public review and comment. NEPA also serves as “a framework” statute for completing the public notice and participation requirements specified in many other environmental laws and regulations, such as Section 106 of the National Historic Preservation Act (see d. below).

e. Other special purpose laws. In addition to NEPA, many special purpose laws require notice of, and opportunity for, public involvement. One of the most significant environmental laws related to airport studies is Environmental Justice Order 12898, which directs federal agencies, including the FAA, to identify and address, as appropriate, disproportionately high and adverse human health or environmental effects of its programs, policies, and activities on minority populations and low-income populations. U.S. Department of Transportation (DOT) Order 5610.2, Actions to Address Environmental Justice in Minority Populations and Low-Income Populations, describes the process for incorporating environmental justice principles into all existing DOT programs, policies, and activities. Other "special purpose laws" include federal laws, regulations, and executive and departmental orders addressing specific resources that must be considered when completing environmental analyses under NEPA for airport projects. Common special purpose laws that project sponsors may need to consider include:

- The Endangered Species Act of 1973
- Section 106 of the National Historic Preservation Act
- 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

Table 1-1 of Order 5050.4B lists many special purpose laws, regulations, and orders applicable to airport studies. The public involvement requirements for all special purpose laws are not set forth in this AC, but the process outlined here can be used to incorporate numerous public involvement requirements in an airport NEPA study that efficiently satisfies all requirements. It should be noted that, when a public meeting is intended to satisfy multiple statutory requirements, it must be made clear to the community that such is the case, and the public should be given specific opportunity to comment on each separate topic. For example, if a public hearing is meant to discuss a NEPA EA, but will also be used to satisfy the public involvement requirements for a Section 106 historic preservation review, the public announcement should mention both and the meeting should provide dedicated information and time to discuss each topic.

f. The relationships between the various studies. Any community involvement should leverage existing methods and processes available to an airport sponsor or within a community
to engage the public. For larger airports, a typical progression of airport planning could include a Master Plan, then a NEPA review, and then a Part 150 study. 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 and should plan accordingly. Community involvement should be designed and implemented to build and maintain continuity. For example, effective public input received during the master planning stage of airport development would identify issues, concerns, and relevant information early, and that information could feed into the scoping process for the NEPA evaluation, as well as the project purpose and need and the range of alternatives. In addition to consideration of a wide range of environmental issues during early project planning, effective engagement of the public also leads to a more seamless transition among planning efforts. 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 clearly showing the planning progression. The following sections describe applicable laws, regulations and guidance associated with each study type.

PLANNING

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 now and into the future. The AC acknowledges the need for public involvement and provides limited guidance on developing a public involvement program. The AC directs planners to determine the extent of public consultation needed, identify stakeholders, and develop a plan commensurate with the scope of work. This AC notes that the public consultation process should be documented, but does not provide any guidance for doing so. Some basic public participation techniques are recommended and the reader is directed to the Federal Aviation Administration’s (FAA’s) Community Involvement Manual with an Internet link provided. This AC can be accessed at: http://www.faa.gov/airports/resources/advisory_circulars/index.cfm/go/document.information/documentNumber/150_5070-7

FAA Advisory Circular 150/5070-6B, Change 1: Airport Master Plans

AC 150/5070-6 provides guidance on the preparation of airport master plans that range in size and function. This AC has a chapter on public involvement and makes the case that extensive public involvement enhances the planning process. The AC notes the importance of initiating public involvement before decisions are made and that 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. This AC can be accessed at: http://www.faa.gov/airports/resources/advisory_circulars/index.cfm/go/document.information/documentNumber/150_5070-6B
NATIONAL ENVIRONMENTAL POLICY ACT

National Environmental Policy Act of 1969

The National Environmental Policy Act of 1969 (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 establishes 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 1050.1F, Environmental Impacts: Policies and Procedures, and 5050.4B, National Environmental Policy Act (NEPA) Implementing Instructions for Airport Actions, address NEPA requirements and provide guidance. NEPA can be accessed at: http://www.epw.senate.gov/nepa69.pdf

40 CFR Part 1506: Other Requirements of NEPA

This law provides additional information regarding NEPA requirements. The CEQ provides instructions on NEPA’s public involvement process in Section 1506.6. FAA Orders 1050.1F and 5050.4B address the legal requirements in Section 1506.6 and provide guidance to meet minimum public involvement requirements. This law can be accessed at: https://www.gpo.gov/fdsys/granule/CFR-2012-title40-vol34/CFR-2012-title40-vol34-part1506

FAA Order 1050.1F: Environmental Impacts: Policies and Procedures

This Order sets forth the FAA’s specific requirements for implementing NEPA and the CEQ Regulations for Implementing NEPA. The importance of facilitating public participation is stressed, as is tailoring the process to match the complexity of the proposed project being evaluated. The Order primarily focuses on the specific legal requirements for public notices and public hearings and contains almost no information on tools and techniques or planning for public involvement or documentation. However, the AC does include some information about factors that are helpful in deciding if a hearing, workshop, or meeting. The Order references other FAA documents, including the Community Involvement Policy Statement and the Community Involvement Manual, as well as U.S. DOT’s Public Involvement Techniques for Transportation Decision-Making. This Order can be accessed at: https://www.faa.gov/regulations_policies/orders_notices/index.cfm/go/document.current/documentnumber/1050.1

FAA Order 5050.4B: National Environmental Policy Act (NEPA) Implementing Instructions for Airport Actions

Order 5050.4 is the FAA’s Office of Airports’ guidance for implementing NEPA on airport projects and supplements Order 1050.1. Order 5050.4B contains a chapter on public involvement that references the FAA’s Community Involvement Policy Statement and CEQ’s regulations for public involvement, but primarily focuses on providing the opportunity for a public hearing on NEPA documents and the responsibilities associated with the hearing. This Order describes when a project sponsor must provide the public with an opportunity for a hearing and the additional public involvement requirements of other potentially relevant federal
laws. This Order provides little information on tools and techniques, or planning for public involvement or documentation. This Order can be accessed at:


**14 CFR PART 150 STUDIES**

**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.

**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 described immediately below. This law can be accessed at: http://www.ecfr.gov/cgi-bin/text-idx?SID=f8e6df268e3dad2edb848f61b9a0fb51&mc=true&node=pt14.3.150&rgn=div5

**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 and, 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 requires identifying issues and the people that might be affected before identifying appropriate techniques for involvement. The AC refers the reader to the FAA’s *Community Involvement Manual* and Advisory Circular 150/5050-4 for guidance in developing the community involvement program. This AC requires the project sponsor 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. This AC can be accessed at:


**14 CFR PART 161 STUDIES**

**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.

**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.
This law can be accessed at: http://www.ecfr.gov/cgi-bin/text-
idx?SID=f8e6df268e3dad2eddb848f61b9a0fb51&mc=true&node=pt14.3.161&rgn=div5

OTHER

Community Involvement Manual

The manual, which was updated in February 2016, provides FAA practitioners with an
understanding of the value of community involvement and describes practices and effective
techniques for community participation. This manual is written for FAA employees who are
planning, conducting, or approving aviation actions with potential environmental issues that
raise concerns within a community. 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.

https://www.faa.gov/about/office_org/headquarters_offices/apl/environ_policy_guidance/guida
nance/

Community Involvement Policy Statement

This statement specifies the FAA’s commitment to completely open and effective public
participation in agency actions. The Community Involvement Policy states that the agency
regards community involvement as an essential element in the development of programs and
decisions that affect the public and outlines the goals of community involvement. This policy
statement is currently published as appendix 10 of Order 7100.2K, and can be accessed at:

ntnumber/7400.2

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
excessively high 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, and to provide access to public
information on, and an opportunity for public participation in, matters relating to human health
or the environment. This Executive Order can be accessed at: http://www.archives.gov/federal-
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 responsibility for ensuring that the federal government operates within a government-to-government relationship with federally recognized American Indian and Alaska Native tribes. The intent is to build a more effective day-to-day working relationship reflecting respect for the rights of self-government due the sovereign tribal governments.

DOT Order 5301.1: Department of Transportation Programs, Policies, and Procedures Affecting American Indians, Alaska Natives, and Tribes

This U.S. Department of Transportation (DOT) 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. DOT Order 5301.1 ensures that projects administered by the DOT are responsive to the needs and concerns of American Indians, Alaska Natives, and tribes. This DOT Order also provides guidance on government-to-government consultation requirements. The DOT Order can be accessed at: http://environment.fhwa.dot.gov/guidebook/vol2/5301.1.pdf

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, and to reduce mandates upon Indian tribes. Government-to-government consultation requirements are a result of this Executive Order and DOT Order 5301.1. This Executive Order can be accessed at: http://www.state.gov/documents/organization/136740.pdf

FAA Order 1210.20: American Indian and Alaska Native Tribal Consultation Policy and Procedures

This Order provides the policy guidance needed to strengthen the 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 DOT Order 5301.1 and complies with Executive Order 13175. This Order can be accessed at: https://www.faa.gov/regulations_policies/orders_notices/index.cfm/go/document_information/documentID/13763
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 decision point in the project and provide a forum to collect comments for public record. A public hearing may not occur before the public is afforded at least 30 days from the publication of a Draft EA or Draft EIS conducted in accordance with NEPA. 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.

Guidance on requirements and the conduct of public hearings is provided in FAA Orders 5050.4B and 1050.1F and in the Administrative Procedures Act (Title 5 USC Subchapter II).

For EISs and 14 CFR Part 150 Studies, the airport sponsor must provide the public an opportunity for a hearing. 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 a specific 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.

**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.

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FAA Community Involvement Manual; Orders 1050.1F and 5050.4B
**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.

<p>| 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] |
| Open Meetings | Meetings with staff on technical issues or meetings to explore alternatives with a public audience. |
| <strong>Informational Meetings</strong> | 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] |
| <strong>Public Mass Meetings</strong> | Meetings organized to gain the greatest amount of public input. | FAA Community Involvement Manual: FHWA Chapter 19, “Public Involvement Guidelines” [Bureau of Design and Environment Manual] |
| <strong>Public Workshops</strong> | 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; American Association of State Highway and Transportation Officials (AASHTO), Utilizing Community Advisory Committees for NEPA Studies |
| <strong>Community Advisory Committee or Citizens Advisory Committee</strong> | A group of representative stakeholders (residents) meets regularly to discuss project-related issues or concerns during project development 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 |
| <strong>Constituency Committee</strong> | 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. | FAA Community Involvement Manual; American Association of State Highway and Transportation Officials (AASHTO), Utilizing Community Advisory Committees for NEPA Studies |</p>
<table>
<thead>
<tr>
<th><strong>Coordinating Committee</strong></th>
<th>A committee composed of representatives from special interest groups whose role is to relay information between the technical team and their interest groups.</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Community Neighborhood Committee</strong></td>
<td>Similar to a CAC, 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.</td>
</tr>
<tr>
<td><strong>Simulation and visualization</strong></td>
<td>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.</td>
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<tr>
<td><strong>Focus Groups</strong></td>
<td>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.</td>
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<tr>
<td><strong>Charrettes</strong></td>
<td>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 crisis situation or as a means of resolving a design issue or impasse among different groups. Alternatively, a charrette can 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.</td>
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<td><strong>Large Group/Small Group Meetings</strong></td>
<td>Presentations to a large group, followed by breakout sessions with smaller groups to gather input.</td>
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<tr>
<td>Coordination with Community Organizations / Community Coordination</td>
<td>Use existing community organizations (e.g., civic groups) to disseminate information on a planning program or environmental review process.</td>
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<tr>
<td>Stakeholder Forums</td>
<td>Forums that bring together stakeholders and experts with important knowledge, including those from environmental resource agencies, to discuss the project, as well as 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.</td>
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<tr>
<td>Interactive Web-based Public Participation Tool/Crowd-sourcing/ Ideation</td>
<td>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 that the most popular ideas rise to the top.</td>
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<tr>
<td>Project Website</td>
<td>A dedicated website to publicize information for a project. In addition to providing new information, websites are now more interactive; project websites routinely offer the ability for the public to submit comments. In some cases, these comments are shared on a discussion board or blog.</td>
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<tr>
<td><strong>Project Wikis</strong></td>
<td>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).</td>
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<tr>
<td><strong>Online Contests or Competitions</strong></td>
<td>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.</td>
</tr>
<tr>
<td><strong>Online Town Halls or Chats</strong></td>
<td>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.</td>
</tr>
<tr>
<td><strong>Social Media - All</strong></td>
<td>Social media can be used as a means of active participation with the public. Most agencies use blogs, Twitter, Facebook, YouTube and other web-based platforms that enable the public to interact with them. 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 shows the public that the sponsor is listening and is responsive to their needs.</td>
</tr>
<tr>
<td><strong>Social Media - Blog</strong></td>
<td>Blogs can be used to provide detailed information about new services or routes.</td>
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<tr>
<td>Social Media - Facebook</td>
<td>Facebook can be used for corporate communications. Facebook pages either include a comments feature or that feature can be turned off. If the comments feature is turned on, the general public is allowed to comment on various posts.</td>
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<td>------------------------</td>
<td>-------------------------------------------------------------------------------------------------</td>
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<tr>
<td>Social Media - Twitter</td>
<td>Twitter can be used to broadcast immediate service issues.</td>
</tr>
<tr>
<td>Cable Television</td>
<td>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.</td>
</tr>
<tr>
<td>Hotlines</td>
<td>A dedicated telephone number for individuals to call regarding public inquiries and complaints, typically used for noise complaints, but can be used to provide project information and advisories. Hotlines may be used in conjunction with any or all other activities. Personnel staffing the toll-free number should be generally familiar with the project. If a question is raised that cannot be answered immediately, provisions should be made for return calls with answers.</td>
</tr>
<tr>
<td>Participatory Television</td>
<td>A television program or call-in show to gather public input or educate the public about the project.</td>
</tr>
<tr>
<td>Responsiveness Summaries</td>
<td>A summary file that keeps track of all comments received.</td>
</tr>
<tr>
<td>Signs and Billboards</td>
<td>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.</td>
</tr>
<tr>
<td>Television and Radio Appearances</td>
<td>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 extremely effective forum for discussing a proposed project in the area served by the stations. Discussions on the show may serve as a vehicle for disseminating information or as an interest builder for future activities in the area.</td>
</tr>
<tr>
<td>Brochures and Handouts</td>
<td>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. Brochures are effective ways to notify communities about events, communicate information, and to collect and document public reactions to various alternatives.</td>
</tr>
<tr>
<td>Fact Sheets</td>
<td>Fact sheets can be a useful tool as handouts at meetings, in mailings, for media interviews, and to provide talking points during conversations with stakeholders. Fact sheets are generally written in bulleted format.</td>
</tr>
<tr>
<td>Newsletters</td>
<td>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 stipulate 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.</td>
</tr>
<tr>
<td>Newspaper Inserts</td>
<td>Inserts or advertisements describe the study or project and can have a response form.</td>
</tr>
<tr>
<td>Press Releases</td>
<td>Releases of information to the news media can be a very effective tool for providing information and for 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.</td>
</tr>
<tr>
<td>Facilitation</td>
<td>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 rather to guide a group in its thinking process, keep the group focused, and help participants communicate effectively with one another and as a group.</td>
</tr>
<tr>
<td>Joint Fact-finding</td>
<td>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.</td>
</tr>
<tr>
<td>Ombudsman</td>
<td>The ombudsman function assists parties in a stakeholder engagement process to prevent, manage, mitigate, or resolve conflicts in coordination with appropriate officials.</td>
</tr>
<tr>
<td>Stakeholder Engagement</td>
<td>Different stakeholders or interest groups within a community voluntarily brought together to provide individual input, group recommendations, decisions, or direct action. Can be convened by, and include representatives from, federal, tribal, state, and local government agencies, communities, interest groups, and private entities.</td>
</tr>
<tr>
<td>Surveys (Online or Hard Copy Formats)</td>
<td>Conduct a survey in order to determine public attitudes, values, and perception regarding various issues. Surveys can be conducted in conjunction with meetings. Wireless keypads are available and allow each individual to vote and results can be displayed through a projector in real-time.</td>
</tr>
<tr>
<td>Interviews</td>
<td>Interviews are conducted with key individuals representing a range of community opinion.</td>
</tr>
<tr>
<td>------------</td>
<td>------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Opinion Polls</td>
<td>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 in a specific geographic area, those who work in a specific area, or those who belong to certain organizations.</td>
</tr>
<tr>
<td>Technical Assistance for the Public</td>
<td>Technical assistance provided by staff and consultants to help them develop their own alternatives or analyze issues and evaluate impacts.</td>
</tr>
<tr>
<td>Public Training Programs</td>
<td>Training is conducted to improve public understanding of studies, technical information, and training on the planning and decision-making process.</td>
</tr>
<tr>
<td>Visualizations and videos (Displays, Exhibits)</td>
<td>Visual displays located in a public place to provide information to the general public. The displays may include response forms to be filled out.</td>
</tr>
<tr>
<td>Scoping</td>
<td>Scoping is an early open process for determining the breadth of issues to be addressed in a project and for identifying the significant issues that may need to be addressed when considering a proposed action. By collaborating early, the lead agency can help ensure that the analysis adequately addresses those issues of importance to affected stakeholders and interested parties.</td>
</tr>
<tr>
<td>Visioning</td>
<td>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, and 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.</td>
</tr>
<tr>
<td>Field Offices</td>
<td>Local offices of the sponsoring agency are established in the community where a project or issue has a significant impact.</td>
</tr>
</tbody>
</table>
APPENDIX D. SOURCES FOR MORE INFORMATION


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 (1) mailing this form to Manager, Airport Safety and Operations Division, Federal Aviation Administration ATTN: APP-400, 800 Independence Avenue SW, Washington DC 20591 or (2) faxing it to the attention of the Office of Airport Planning and Programming at (202) 267-5257.

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: ___________________________