



Advisory Circular

Subject: Community Involvement in Airport
Planning

Date: DRAFT
Initiated By: APP-400

AC No: 150/5050-4A
Change:

- 1 1 **Purpose.**
2 This advisory circular (AC) provides guidance for public involvement in airport
3 planning. This update describes changes in standards and expectations for community
4 involvement on federal actions since the previous version of the AC was drafted.
- 5 2 **Cancellation.**
6 This AC cancels AC 150/5050-4, *Citizen Participation in Airport Planning*, dated
7 September 26, 1975.
- 8 3 **Application.**
9 This AC is intended to advise sponsors, planners, and the public on the need for early
10 public participation in airport planning and the methods by which this participation may
11 be achieved. It should also be used by FAA field personnel in advising airport sponsors
12 and planners on public involvement matters.
- 13 4 **Principal Changes.**
14 The AC incorporates the following principal changes:
15 1. Updates the AC *Citizen Participation in Airport Planning*, from 1975.
16 2. Highlights that community involvement should be tailored to the scale of the
17 specific action and the unique needs of a community, and should be conducted to
18 the extent required to produce an informed decision that could lead a better outcome
19 for the airport and its community.
20 3. Recognizes that community involvement programs are potentially eligible for
21 federal funding through the Airport Improvement Program (AIP) when they are part
22 of airport projects that are themselves eligible for such funding and justified.

- 23 4. Reiterates the need for community involvement on all planning and studies
24 receiving federal funding, or which require FAA approvals for implementation; and
25 offers specific strategies for Master Plans, environmental reviews, and Part 150
26 noise studies or Part 161 applications.
- 27 5. Recognizes new techniques and tools for community involvement including use of
28 online resources and technologies.

29 5 **Feedback on this AC.**

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

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34 Planning & Programming

Paragraph	Page
35 Chapter 1. Need for Community Involvement	1-1
36 1.1 Background	1-1
37 1.2 FAA’s Community Involvement Policy	1-2
38 1.3 Roles in the Community Involvement Process	1-2
39 1.4 AIP and Funding Community Involvement.	1-3
40 1.5 Advantages of a Comprehensive Community Involvement Program.....	1-4
41 Chapter 2. Planning for Community Involvement	2-1
42 2.1 The Community Involvement Process	2-1
43 2.2 Importance of Early Community Involvement	2-1
44 2.3 Preliminary Planning for Community Involvement.....	2-2
45 Chapter 3. Designing and Implementing a Community Involvement Program	3-1
46 3.1 Introduction	3-1
47 3.2 Strategies to Enhance Community Involvement Notification and Engagement	
48 Techniques	3-1
49 3.3 Selection of Outreach Tools to Engage the Public.....	3-2
50 Chapter 4. Documenting the Process, Assessing Effectiveness, and Closing Out a	
51 Program	4-1
52 4.1 Documentation of the Process.....	4-1
53 4.2 Monitoring and Evaluating a Community Involvement Program.....	4-1
54 4.3 Sponsor Revision of the Public Involvement Program	4-5
55 4.4 Close-out of a Community Involvement Program	4-5
56 Appendix A. Glossary, Acronyms, and Abbreviations	A-1
57 Appendix B. Applicable Laws, Regulations, and Guidance	B-1
58 Appendix C. Community Involvement Techniques and Practices	C-1
59 Appendix D. Sources for More Information	D-1
60	
61	

62

CHAPTER 1. NEED FOR COMMUNITY INVOLVEMENT**63 1.1 Background**

64 This AC reflects the general approach to public participation in airport planning preferred by the
65 Federal Aviation Administration’s (FAA) Office of Airports, and provides guidance for airport
66 sponsors on developing programs that will meet airport needs and be eligible for AIP funding.
67 This AC is also intended to be a reference document for FAA staff responsible for overseeing
68 airport planning, and for airport consultants who provide technical services to airport sponsors
69 and the FAA. For the purposes of this AC, “sponsor” refers to the party responsible for
70 conducting the public involvement program.¹ The term “community involvement” will be used
71 throughout this AC, and is synonymous with citizen participation, public involvement,
72 community engagement and other similar terms.

73 The FAA requires airport sponsors to seek suitable opportunities for public participation at
74 almost all levels of airport planning, from a national or state aviation plan (Advisory Circular
75 [AC] 150/5070-7, *Airport System Planning*) to a project-specific Environmental Assessment
76 (EA). The right of the public to be actively involved in the plans which will affect their future
77 is fundamental. The FAA specifically prescribes public involvement in the three primary
78 airport planning processes, which are Master Plans, Title 14 Code of Federal Regulations Part
79 150 (14 CFR Part 150) noise compatibility plan development, and evaluations under the
80 National Environmental Policy Act of 1969 (NEPA), such as EAs and Environmental Impact
81 Statements (EIS).

82 The FAA’s commitment to community involvement, and general tools and techniques that can
83 be used for effective community involvement, are described in the agency’s Community
84 Involvement Manual (CIM) developed by the Office of Environment and Energy.² This AC
85 complements the CIM by providing additional detail on community involvement in airport
86 planning. The sooner public concerns are identified, the more easily the issues can be
87 addressed. Legal requirements for community involvement are not burdensome, offering
88 considerable flexibility in ways to conduct community involvement programs. Community
89 involvement should be tailored to the scale of the specific action and the unique needs of a
90 community, and should be conducted to the extent required to produce an informed decision
91 that can lead to a better outcome for the airport and its community.³

92 The residential community around an airport are key aviation stakeholders, along with airport
93 operators and users, aviation industry groups, environmental advocates, local government and
94 metropolitan or regional planning agencies, business and industry, environmental resource
95 agencies, and elected officials (See **Appendix A, Glossary, Acronyms, and Abbreviations**).
96 This AC focuses on the public involvement aspects of community outreach. In many instances,
97 a public participation program will overlap, or run concurrently with, a broader community
98 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.

99 broader outreach efforts should be explored without minimizing the public's opportunity to
100 participate in the planning process.

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

112 **1.2 FAA's Community Involvement Policy**

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

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

120 The intent of these goals is to improve the effectiveness of FAA's public involvement activities,
121 ensure well-informed decisions, and encourage innovative methods for involving the public.
122 This AC, in conjunction with the CIM, provides guidance on how to implement the policy for
123 airport projects. A detailed listing of relevant regulations and guidance is provided in
124 **Appendix B: Applicable Laws, Regulations, and Guidance.**

125 **1.3 Roles in the Community Involvement Process**

126 **1.3.1 Airport sponsors.** For most airport sponsors, the primary goal of community
127 involvement is to inform local residents, the general public, and other stakeholders of
128 potential airport planning or development goals and establish a forum for public input
129 regarding the achievement of those goals. In addition, sponsors must comply with FAA
130 grant assurances which require public involvement. Demonstrating effective community
131 involvement is an element of most major federal airport approvals, as well as part of the
132 eligibility for AIP funding. However, these requirements are just the basics, and most
133 airport sponsors recognize the benefits of dynamic community support. Airport sponsors
134 are also aware of the need to complete airport planning studies on time and within
135 budget, and should plan an adequate community involvement process that will support
136 their goals while keeping these constraints in mind. Generally, the airport sponsor has
137 responsibility for developing, implementing, monitoring, and documenting the
138 community involvement program. The airport sponsor is often the most familiar with
139 proposed airport developments, as well as the issues of stakeholders. The airport sponsor

140 will often direct the Master Plan, EA (under NEPA), and Part 150 studies for which the
141 public involvement is needed. The airport sponsor is also responsible for engaging and
142 keeping the FAA informed on the progress of community involvement.

143 **1.3.2 FAA.** The FAA is committed to open and effective public participation and effective
144 community involvement an important consideration in decisions that affect the public.⁴
145 The FAA expects airport sponsors to cultivate healthy relationships with the community
146 through active outreach and involvement. Airports should be compatible with
147 surrounding communities, maintaining a balance among the needs of aviation, the
148 environment, and the community.⁵ Achieving this balance requires an understanding of
149 the community, in addition to its use of airport services. Maintaining good relationships
150 with stakeholders is good business for airport sponsors, and furthers the FAA mission to
151 promote a safe and efficient National Airspace System. The FAA generally assists the
152 airport sponsor in developing and enhancing the public involvement program by
153 providing guidance and input, and may also participate in planning studies and provide
154 support during public involvement activities. FAA involvement in planning is often
155 limited to providing guidance for and/or reviewing the public involvement plans. An
156 exception is the preparation of an EIS under NEPA. For an EIS, FAA is responsible for
157 directing the work, including the public involvement program. In this case, the airport
158 sponsor is a valuable resource in providing an understanding of the local community.

159 **1.3.3 The public.** The public expects openness and transparency in working with airport
160 sponsors and the FAA. Communities appreciate opportunities to be involved in airport
161 planning and development and, through involvement in the process can come to
162 understand the difficulties making decisions involving trade-offs, for example between
163 economic and noise or other environmental factors. However, past actions, mistrust, or
164 misinformation within a community can complicate a community involvement program.
165 The public generally views airports as being similar to other government agencies, such
166 as public transportation agencies.⁶ The public expects the airport sponsor to provide
167 current, understandable, and factual communication, especially when it relates to
168 complex airport planning studies. The public expects to have input on major planning
169 studies, and the FAA and airport sponsors should be prepared to provide feedback
170 regarding where their concerns and interests are being considered in the process.

171 **1.4 AIP and Funding Community Involvement.**

172 The need for community involvement is well-grounded in aviation law and the AIP Handbook,⁷
173 which requires that the Secretary of Transportation only approve applications for an airport
174 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.;

⁶ Transportation Research Board, Airport Cooperative Research Program, Report 15: *Aircraft Noise: A Toolkit for Managing Community Expectations*, Washington, D.C., 2009.

⁷ The “AIP Handbook” is FAA Order 5100.38D. http://www.faa.gov/airports/aip/aip_handbook/

175 in or near where the project may be located.”⁸ In making a decision to undertake any airport
176 development project under Title 49, United States Code, the sponsor must show it has
177 undertaken reasonable consultations with affected parties using the airport at which the project
178 is proposed.⁹ For projects involving the location of an airport, an airport runway, or a major
179 runway extension, there are specific outreach standards, including providing an opportunity for
180 public hearings and other requirements.¹⁰ In addition, eligible projects related to planning and
181 noise compatibility planning and those subject to environmental review have independent
182 requirements for public participation.¹¹ In general, the level of community involvement should
183 be proportional to the complexity of the project and the degree of public interest.

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

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

195 **b.** For medium- and large-hub airports, regular meetings of the local metropolitan
196 planning organization (MPO) and state agencies, airport sponsors, and other project participants
197 are eligible for AIP grant funding when these groups agree to participate in a community
198 involvement program. For smaller airports, a limited number of public meetings will be funded.
199 Public hearings and community involvement sessions that facilitate informed decision-making
200 are also eligible, as well as printing of a reasonable number of reports and graphics, and
201 providing electronic media (such as compact discs or thumb drives) that provide information on
202 a project.

203 **1.5 Advantages of a Comprehensive Community Involvement Program**

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

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.

207 potential impacts of an aviation activity.¹² A comprehensive community involvement program
208 can fulfill many objectives simultaneously:

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

215 (2) **Helps establish clear goals for public involvement.** A well-defined role for the
216 public in airport planning enhances the likelihood of successful project delivery. From the
217 outset, it is important to be clear and open with the public about when the airport sponsor is
218 seeking public input and for what purpose.

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

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

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

¹² Community Involvement Manual, link will be added here when available.

239

CHAPTER 2. PLANNING FOR COMMUNITY INVOLVEMENT**2.1 The Community Involvement Process**

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

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

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

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

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

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

2.2 Importance of Early Community Involvement

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

279 **2.3 Preliminary Planning for Community Involvement**

280 One of the first steps in considering public involvement is for the project sponsor to make a
281 preliminary assessment of its existing community involvement program or practices and its
282 anticipated needs. Community involvement can take many forms. For example, an airport
283 sponsor may already be involved in regularly scheduled meetings with MPOs or local and state
284 agencies. Existing community involvement might include a technical advisory committee
285 (TAC), community advisory committee (CAC), or community noise roundtable. The project
286 sponsor should determine if adequate processes are already in place and whether these processes
287 could suit the needs of the current planning project. Developing a community involvement
288 program may simply require a modification or enhancement of existing community
289 involvement activities to meet the current need. Since FAA's airport planning grants cannot be
290 amended, the sponsor, consultant, and FAA should consult on what level of community
291 involvement the project merits during the scope of work, and develop a framework for
292 community involvement before the contract is executed.

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

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

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

313 The answers to these questions help to provide the scope of the community involvement plan.
314 The general objectives of community involvement are to improve understanding of community
315 concerns, inform the community, use community input to improve decision making, and
316 enhance the transparency of the decisions making process. However, more specific goals are
317 often developed for specific projects. Goals can be as simple as gathering feedback on airport
318 planning alternatives, or as dynamic as shaping the future growth of the airport. When people
319 understand their roles in a process, they respond more effectively and are more likely to stay
320 involved until the process is complete.

- 321 • **Consider the nature of the planning project.** All projects funded with AIP grants are
322 bound by FAA grant assurances to include community involvement, but there may be other
323 requirements depending on the proposed airport action, which may dictate a preferred method
324 of community involvement. The unique perspectives of master plans, environmental reviews,
325 and noise compatibility plans require different strategies for community involvement, which
326 should be considered in the process.
- 327 ○ **Master plans.** A master planning process is typically focused on how the airport can
328 accommodate forecasted aircraft operations and passenger movement demands of the
329 future. In essence, a master plan is a vision for airport growth. Therefore, area
330 businesses, trade groups, and convention and visitors bureaus may be interested in
331 participating in master plans as part of a stakeholder committee. The general public is
332 typically interested in maintaining convenient airline service, but will also be interested
333 in growth plans. Airport Master Planning is a process that builds on itself by developing
334 an aviation forecast, then identifying facility requirements, discussing project
335 alternatives, and then developing plans for implementation. These are also the most
336 effective times in the process for community input, especially after the forecast when the
337 airport needs are formulated. Identify the public entities that may be affected by future
338 airport development and inform them of the planning process and development
339 alternatives. Outreach meetings with specific federal, state, and local resource agencies
340 or groups may be helpful to share perspectives and understand potential mitigation
341 strategies. The Master Plan AC recommends committees to facilitate the public
342 involvement program, such as a Technical Advisory Committee (TAC) or a Citizen's
343 Advisory Committee (CAC). See AC 150/5070-6, *Airport Master Plans*, for specific
344 public involvement requirements for master plans. Sustainability planning, whether as
345 part of a master plan or as a stand-alone exercise, will typically generate interest from
346 local MPOs, environmental advocacy groups, and airport users. Small group settings,
347 such as brainstorming or visioning sessions, may also be effective.
- 348 ○ **Environmental reviews.** Environmental reviews have the potential to generate greater
349 community interest than a master plan because they relate to a specific development or
350 action that is ready for implementation. Environmental reviews may require more
351 coordination with other agencies, such as state departments of natural resources, the
352 Army Corps of Engineers, or the Environmental Protection Agency (EPA). In addition to
353 formal federal, state, and local agency coordination, the environmental reviews may
354 require a certain level of public notification, opportunities for the public to provide
355 comments, and responses provided by the project sponsor. The NEPA documentation
356 needs to detail the community involvement program and opportunities for community
357 involvement in addition to those required for any relevant special purpose laws for
358 environmental review of airport projects. NEPA may require public notice and
359 opportunity for public comment, depending on the scale and scope of the project, in
360 addition to those required for any relevant special purpose laws. The NEPA
361 documentation should describe the community involvement program. For certain
362 projects such as major runway extensions, the environmental requirements must include a
363 public hearing.¹³ Even categories of actions that are excluded from further NEPA

¹³ See 49 USC 47106 (c)(1)(A)(i)

364 analysis (CATEX) may call for public notification before a CATEX is used. There may
365 also be extraordinary circumstances - such as controversy or requirements of another
366 environmental law - that warrant public notification or public involvement outside of the
367 NEPA process before a CATEX is applied. See FAA Orders 1050.1F, *Environmental*
368 *Impacts: Policies and Procedures*, and 5050.4B, *NEPA Implementing Instructions for*
369 *Airport Actions*, for community involvement requirements during environmental review
370 of airport projects.

371 ○ **Noise compatibility planning.** Noise compatibility planning under Part 150 is generally
372 focused on noise-sensitive land uses in the airport vicinity (for example, residential).
373 Community involvement for these studies will attract participation by concerned
374 residents. The study area for noise compatibility planning is usually defined by the DNL
375 65 dB contour within which residential use is considered incompatible with airport noise,
376 but may include other areas potentially affected by noise from aircraft landing and take-
377 off. Other relevant communities and stakeholders may not be within the DNL 65 dB but
378 should be included in community outreach. To be eligible for AIP funding, compatible
379 land use planning by state and local governments must include evidence of public
380 involvement.¹⁴ Community involvement for noise compatibility planning will need to
381 cover the possibility of land acquisition (including home purchases) and/or sound
382 insulation, which can be sensitive subjects among homeowners. The results of noise
383 exposure analyses and mapping will be a central element of the discussions, and
384 instrumental in determining mitigation measures. Noise compatibility programs
385 sometimes require the formation of community focus groups as well as technical advisory
386 committees, and the final noise compatibility program must demonstrate how the group
387 concerns were taken into account. Coordination with community groups may continue
388 after the planning process is complete to ensure that mitigation is effective. See
389 AC 150/5020-1, *Noise Control and Compatibility Planning for Airports*, as well as the
390 FAA Airport Noise Compatibility Planning Toolkit,¹⁵ for specific requirements of public
391 involvement in noise plans.

392 ○ **Requests for access restrictions based on noise.** The Airport Noise and Capacity Act of
393 1990 (ANCA) mandated the creation of a national program for reviewing airport noise
394 and access restrictions on the operations of Stage 2 and Stage 3 aircraft. In September
395 1991, the FAA established 14 CFR Part 161. A goal of the Part 161 application process
396 is for airports to have clear parameters for when they may impose restrictions. Adequate
397 opportunity for public involvement is one of the six statutory conditions required to be
398 submitted in order for FAA to consider a noise based access restriction.

399 ● **Identify federal and state legal requirements for public involvement.** Review legal
400 requirements to determine the baseline community involvement required. Coordination with
401 FAA can help identify typical federal and state requirements for airport projects. Legal
402 requirements for public participation are typically limited to public notice and opportunity for
403 public comment, but may include a public hearing or other opportunities for public
404 participation. A more extensive program tailored to the project and the community can ensure

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

¹⁵ Available at: http://www.faa.gov/airports/environmental/land_use/

405 that these requirements are met and can also be effective in furthering other community
406 involvement goals.

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

422 • Organizations and individuals that may be interested include:

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

439 • **Identify special circumstances that may affect community involvement.** Participation in
440 community involvement is often influenced by factors such as travel distance, meeting location,
441 and time commitments. Public outreach can be customized to a community to increase the
442 likelihood of involvement. Recognizing any circumstances that could limit participation can be

443 critical to project success, such as recognizing language barriers or being mindful of Americans
444 with Disabilities Act (ADA) requirements. Refer to the FAA Community Involvement Manual
445 for additional unique circumstances to be mindful of. The following are some of the major
446 special circumstances to be aware of:

447 **(1) Environmental justice.** If minority or low-income populations may be affected by
448 the airport project, or are present in the vicinity of the airport, enhanced outreach to these
449 groups may be required, as directed by the FAA, Executive Order 12898, *Federal Actions*
450 *to Address Environmental Justice in Minority Populations and Low Income Populations*,
451 and DOT Order 5610.2(a), *Environmental Justice in Minority and Low-Income*
452 *Populations*.

453 **(2) Tribal communications.** If American Indian or Alaska Native tribal organizations
454 may be affected, some specific considerations may be required with regard to tribal
455 outreach. Principles of environmental justice apply equally to Native Americans, as
456 described above. Also, the FAA follows the principles of government-to-government
457 communication with tribes when establishing policies or supporting projects that may
458 significantly or uniquely affect tribes.¹⁶ If there are significant tribal implications related
459 to a project, it is best to coordinate with your local FAA staff on how to proceed with
460 community involvement. Tribal communications are often most effective through
461 person-to-person meetings and information/education sessions for tribal leaders, in
462 addition to written communications. FAA Order 1210.20, *American Indian and Alaska*
463 *Native Tribal Consultation Policy and Procedures*, provides guidance for FAA personnel
464 on how to conduct government-to-government consultation. Each FAA region has a
465 Regional Tribal Consultation Official (RTCO), and there is a National Tribal
466 Consultation Official (NTCO) in the FAA Headquarters Office of Environment and
467 Energy.

468 **(3) Level of community interest.** The level of interest the proposed project generates
469 among the community may affect the tools and techniques used to carry out community
470 involvement. If there is a significant level of interest or anticipated impact from the
471 project, you may choose different tools and techniques for community involvement. A
472 complex and long-lasting program must be organized and well-documented to maintain
473 progress and avoid revisiting topics or decisions that have already been addressed.
474 Conversely, if the project is expected to generate a low level of public interest or impact
475 to stakeholders, the community involvement program can be more limited.

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

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

¹⁶ See FAA Order 1210.20, *American Indian and Alaska Native Tribal Consultation Policy and Procedures*.

484 public meetings, and will often use a community involvement event as a forum for
485 political debate within the community. Realize that political involvement may affect the
486 nature of the public involvement. Social and political issues such as the local economy,
487 land use, and traffic are common political interests, and planners should consider how
488 elected officials will view the proposed project in light of these issues.¹⁷ Be prepared as
489 best as possible to address or comment on the likely concerns of politicians.

490 • **Balance community involvement program needs with financial and time constraints.**

491 The level of community involvement in airport planning should be proportionate to the
492 complexity of the project and the degree of public and agency interest likely to be generated. At
493 the same time, cost considerations affect community involvement choices, and balancing
494 community involvement with other airport schedule and resource needs is an important aspect
495 of airport planning.

496 • **Scheduling of public involvement and airport development.** Successful stakeholder
497 involvement requires people to commit time and energy to the process, which can sometimes be
498 challenging. The project sponsor should consider the overall airport development schedule and
499 strategically plan community involvement meetings around major milestones or decision points
500 in the process. Meeting should be planned outside of typical work hours (i.e., after 5:00 pm) to
501 increase the likelihood of attendance. If the planning process has an accelerated schedule, it
502 will affect the community involvement program, outreach strategies used, and the number and
503 timing of events. Securing active involvement and sustaining it over the life of the community
504 involvement process is not always easy. Involvement opportunities should be designed to
505 provide a forum for stakeholders to understand the problems or opportunities that have to be
506 addressed at the airport, as well as to share their perspectives, concerns, and potential mitigation
507 strategies. Participation may drop off when stakeholders feel that their input has been not been
508 considered or their concerns have not been addressed. The involvement process, and the
509 information it presents, need to be designed to be “user-friendly” and provide people an easy
510 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.

511 **CHAPTER 3. DESIGNING AND IMPLEMENTING A COMMUNITY INVOLVEMENT**
512 **PROGRAM**

513 **3.1 Introduction**

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

525 Despite differing goals, all community involvement programs share some familiar components.
526 Disseminating information to the community about the project is a fundamental component, and
527 continued distribution of updated information on design alternatives or environmental impacts
528 is often required as planning progresses. In addition, facilitating dialogue and debate within the
529 community is an important part of the process. Explaining the rationale behind design
530 alternatives invites stakeholders to understand how decisions are made, what sort of tradeoff
531 considerations are involved in planning, and why certain choices are prioritized over others.
532 The tools available for sharing information and facilitating stakeholder dialogue range from
533 traditional methods, such as newspapers and flyers, to more dynamic methods, such as websites
534 and social media. The most common community involvement strategies and tools are described
535 in this chapter, with guidance on when to use each and other tips and techniques to consider
536 when using them. The CIM provides details and descriptions of the techniques and the
537 advantages and limitations of each technique.

538 **3.2 Strategies to Enhance Community Involvement Notification and Engagement**
539 **Techniques**

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

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

¹⁸ Community Involvement Manual, link will be added here when available.

550 community that people already attend. For example, partnering with libraries to reach
551 traditionally underserved populations may be one way to get information to people in a place
552 where they have come to expect it. Information tables at scheduled community events, such
553 as festivals or high school sports events, are cost-effective ways to reach out to an audience
554 that may not otherwise seek out attendance at an airport planning event. Reaching out to
555 underserved populations through representatives, such as school teachers and clergy, can
556 provide understanding and increase participation from these groups.

557 **c. Use of a public involvement specialist or meeting facilitator.** In some circumstances
558 it is more practical and less costly to enlist the services of a public involvement specialist,
559 who can design and run the process. In other circumstances, it may be helpful to use a
560 meeting director, facilitator, or mediator. A meeting facilitator recognizes speakers or
561 commenters, is skilled in adapting the agenda to the reality of the meeting, and keeps people
562 focused on meaningful dialogue. The facilitator or mediator does not have a stake in the
563 outcome of the airport project and treats all participants equally. Using a third party
564 facilitator to manage a meeting can free the project sponsor's staff to participate more,
565 without having to worry about running the meeting. The meeting director's, facilitator's, or
566 mediator's responsibilities may include:

- 567 ○ Working with the project sponsor to develop an agenda and reassess the agenda
568 during the meeting.
- 569 ○ Ensuring that the meeting room set-up is designed to meet desired participation and
570 meeting objectives.
- 571 ○ Ensuring that the meeting agendas and schedules are followed.
- 572 ○ Helping the project sponsor define goals for the meeting and focus on accomplishing
573 those goals.
- 574 ○ Keeping discussions focused and constructive.
- 575 ○ Ensuring that all participants have an appropriate opportunity to participate.
- 576 ○ Serving as a guardian of the credibility and efficacy of the process.

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

587 **3.3 Selection of Outreach Tools to Engage the Public**

588 Public outreach is initiated by notifying the public of an airport project, and there is usually an
589 ongoing need to share information about plans, schedules, and outreach efforts throughout a
590 project. Many options are available for informing the community about upcoming events and

591 important project timelines. Some outreach tools can also be used to gather information from
592 the public as well, or provide two-way communication between the public and the project
593 sponsor. It is important to note that information or presentation materials used to engage the
594 public should be user friendly and avoid overly technical jargon and acronyms.

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

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

603 **Public Meetings**

604 • **Public hearing.** A public hearing is a gathering under the direction of an independent
605 hearing officer that allows interested parties to speak and hear about issues of concern.
606 Public hearings are held prior to a decision point in the project and provide a forum to collect
607 comments for public record. Alternatives to the formal public hearing format may include
608 informational meetings/open houses or public workshops to give the public an opportunity to
609 learn more about the project as well as to provide public verbal comment. By conducting
610 public hearings concurrently with informational meetings/open houses or public workshops,
611 comments can be recorded by court reporters over a longer period of time in a separate space
612 for the convenience of those providing comments. The sponsor may be required to offer the
613 public an opportunity for a public hearing, such as the Part 150 process. However, a public
614 hearing may only be required if specifically requested.

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

621 **Targeted Group Meetings**

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

627 • **Community neighborhood or organization committee meetings.** Similar to a CAC, a
628 community neighborhood or organization committee is a tool to enhance public outreach.
629 These committees are slightly different from a CAC because the committees consist of at
630 least one representative from each neighborhood group or organization in the project study
631 area. The community neighborhood committee allows the project sponsor to educate,
632 consult, and collaborate with neighborhood stakeholders in a focused setting.

633 • **Charrette.** A charrette is a meeting designed to engage a variety of individuals over a
634 very concentrated period of time. A charrette can be an intensive, hands-on workshop that
635 brings people from different disciplines and backgrounds together, typically to explore
636 options for future airport development.

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

643 **Internet and Technology Tools**

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

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

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

661 **Print and Other Traditional Media**

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

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

672 • **Newspapers and articles.** Newspapers are the basic method for announcing an airport
673 development project, where to obtain more information about a project, or notice of an
674 upcoming public meeting. Generally, these announcements are simple. Press releases will

675 often lead to articles, and working with local newspaper reporters to have a story written
676 about airport development projects can be an effective way to ensure large distribution for
677 relatively low cost. Most newspapers are also published online, allowing greater public
678 access.

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

685 • **Survey.** Paper or online surveys can determine public attitudes, values, and perception
686 regarding an airport project. Surveys have been used successfully on master planning and
687 sustainability planning projects to gain a better understanding of current airport tenant
688 practices and facility/infrastructure needs. Surveys are also used in NEPA processes to
689 receive feedback on the effectiveness of the public involvement program or a specific public
690 event, such as a public hearing or workshop. The scope and extent of any survey would be
691 project-dependent, and should be mindful of federal requirements for certain types of
692 surveys.

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

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

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

707 Additional details on community involvement tools and techniques can be found in **Appendix**
708 **C Community Involvement Tools and Techniques.**

751 results-based measures. Results-based performance measures, listed in [Table 4-2](#), focus on the
752 outcomes of a public involvement activity, for example, the percentage of meeting attendees
753 who live in the area exposed to day-night aircraft average sound level of 65 A-weighted
754 decibels (DNL 65 dB). Results-based measures generally provide more insightful information
755 than basic implementation-based measures and can indicate whether a particular public
756 participation activity contributed to the program's overall goals and objectives.

757
758**Table 4-1. Sample of Implementation-based Public Involvement Performance Measures and Data Collection Methods**

Performance Measures	Data Collection Method	Level of Effort to Collect Data
Number of meetings	Document the number, format, dates, and locations of meetings	Low
Nature of comments received	Analyze and summarize comments received after each public event/public document review	Low to High (depending on number of comments received)
Number of names on mailing list	Document the number of names on mailing list	Low
Range of media used for meeting notices and other project information (e.g., newspaper, website)	Document various media types used, including date published, name of publication, coverage, and reason for publication	Low
Range of venues for meetings	Document the venue locations used for the outreach events and time of day	Low
Number of appearances at community events and meetings	Document the number of invited appearances at community events and meetings, including description of event, information presented, meeting dates, location, and estimated number of attendees	Low
Availability of alternative transportation, particularly mass transit, for outreach locations	Document availability of fixed-route public transit within ¼ mile (walking distance) of outreach locations	Low
Number of outreach meetings with specific groups/neighborhoods (e.g., ethnic communities, resource agencies, homeowners associations, community leaders, neighborhood groups)	Document number of meetings with each specific group/neighborhood and material presented	Low

759
760**Table 4-2. Sample of Results-based Public Involvement Performance Measures and Data Collection Methods**

Performance Measures	Data Collection Method	Level of Effort to Collect Data
Number of comments received	Document the number of comments received after each public event/public document review	Low
Number of participants at outreach events	Request participants to use sign-in sheet	Low
Number of page views, unique visitors, and returning visitors to a project website	Program project website to provide user statistics to monitor website activity. Monitor user statistics monthly to gauge website activity	Medium
Number of followers on social media sites	Document number of followers	Low
Clarity and adequacy of project information	Responses to surveys distributed to participants at meetings, via the Internet, or by mail	High
Diversity of stakeholder participation (representative of surrounding community)	Determine geographic locations of participants from sign-in sheets; observations by planning team during outreach events	Medium
Percent of affected population (based on study area) that attend project specific open houses/workshops/public hearings	Request addresses on sign-in sheets; using the addresses, calculate percent of participants from the study area	Medium
Geographical distribution of outreach event attendees	Request addresses on sign-in sheets or ask attendees to mark house locations on map board at outreach event	Medium
Public participation plan modifications based on public input	Document list of specific plan changes that occurred as a result of public comments and stakeholder feedback	Low

Performance Measures	Data Collection Method	Level of Effort to Collect Data
Participants have feedback about public participation process/event (survey results)	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	High

761 Evaluations should typically occur after every planned public involvement activity. Public
 762 comments received (by email, telephone, website, etc.) should also be monitored throughout the
 763 program. At each scheduled event, participants can be shown where the project team is in the
 764 process and what will occur next. Some questions that may be discussed include:

- 765 • Did the event achieve the intended objective(s)?
- 766 • Was the format of the event effective?
- 767 • Was the information shared and received useful to the project? Why or why not?
- 768 • What worked well? Why?
- 769 • What did not work? Why?
- 770 • What could be done differently in the future?
- 771 • Are stakeholder expectations being met?
- 772 • Is the public involvement process on track to meet project goals and objectives?

773 **4.3 Sponsor Revision of the Public Involvement Program**

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

779 **4.4 Close-out of a Community Involvement Program**

780 Some community involvement efforts may be continuous and ongoing, but many will require
 781 some form of closure. Close-out of a program involves several components, from successfully
 782 wrapping up the process with stakeholders to documentation of the process for administrative
 783 and legal purposes. Documentation of the process provides for effective evaluation, creates a
 784 resource to draw on for reporting, demonstrates adherence to federal AIP grant requirements,
 785 and forms the basis of the final administrative file or record.

786 **(1) Summary report.** The summary report from the community involvement program
787 becomes the final record of the process and can be included as an appendix to other studies or
788 grant applications. Summary reports for a 14 CFR Part 150 study may provide proceedings of
789 meetings, while a master plan summary report may describe the public's comments on
790 development alternatives, and NEPA documentation would provide a summary of issues raised
791 as well as responses to substantive comments. Summary reports should describe the
792 methodologies used, what happened during the community involvement events, and what
793 achievements came from the process, as well as any other additional insights. Whether
794 information is provided in a stand-alone report, as an appendix to a report, or summarized
795 within another report, it should be assumed that it is all part of the administrative file. Overall,
796 the final documentation should include:

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

806 **(2) Procedure for recording and responding to public comments.** An airport project
807 must include consideration of the public's input and concerns. Public comments must be
808 solicited and responses provided as part of an EIS and may be solicited for EAs. A summary of
809 comments received and responses to those comments is provided in the NEPA document. Part
810 150/161 studies should provide a summary of the comments received and comments should be
811 made available to interested parties, although formal responses are not necessarily required. A
812 summary report may address all comments received as a record of the public dialogue. Not all
813 comments received in a community involvement process must result in project changes. Some
814 comments may be overridden by safety concerns or are outside the scope of the current
815 proposed project. A logical explanation for why a comment was not accepted or not considered
816 is also a valuable contribution to the community involvement process, and can help maintain a
817 constructive dialogue.

818 **(3) Administrative file/record.** An administrative file/record must be maintained for
819 EISs and larger EAs for legal purposes. The administrative file/record includes all records of
820 the EIS, not just the public involvement program. The administrative file/record is easiest to
821 compile if it is updated regularly over the course of the project, rather than prepared at the end.

822 For the public involvement program, copies of committee rosters, sign-in sheets, meeting
823 minutes, advertisements, newsletters, and other materials can be included as an appendix to a
824 project report. These materials should also be included as part of the administrative file, as
825 required. Typically anything that is in the public record should be included
826 (e.g., advertisements, sign-in sheets, public comments).

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

- 830 • File name
- 831 • File type (Word file, modeling files, PowerPoint presentation, etc.)
- 832 • Description
- 833 • Date
- 834 • Unique code (for cataloging and retrieving)
- 835 • Who prepared the file
- 836 • Purpose of the file (e.g., memorandum, technical report, data)
- 837

838

APPENDIX A. GLOSSARY, ACRONYMS, AND ABBREVIATIONS839 **GLOSSARY**

840 **Airport Master Plan.** An Airport master plan is a document setting forth the potential long-
841 term development of an airport (AC 150/5070-6B). The goal of a master plan is to provide
842 well-reasoned development recommendations over a long-term planning horizon, typically 20
843 years. The master plan describes a set of steps to satisfy the anticipated future needs of an
844 airport, while accounting for the surrounding community, the local environment, and
845 socioeconomic factors. Public involvement is an essential ingredient in developing a master
846 plan. The future needs of the airport must be balanced with the needs of the surrounding
847 community, particularly when the airport is located in close proximity to populated areas.

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

853 **Environmental Justice.** Executive Order 12898, *Federal Actions to Address Environmental*
854 *Justice in Minority Populations and Low-income Populations*, requires federal agencies to
855 determine if projects have disproportionately high and adverse health or environmental effects
856 on minority and low-income populations. Where there is a potentially significant impact on
857 minority and/or low-income populations, the FAA must provide meaningful public involvement
858 in those communities. See DOT Order 5610.2(a).

859 **NEPA.** The National Environmental Policy Act of 1969 requires federal agencies to consider
860 the environmental impacts of proposed actions prior to federal approval. The FAA must
861 comply with NEPA, and Section 1506.6 of NEPA describes several points of public
862 involvement required in the NEPA process. FAA Orders 1050.1F, *Environmental Impacts:*
863 *Policies and Procedures*, and 5050.4B, *NEPA Implementing Instructions for Airport Actions*,
864 address NEPA requirements and provide guidance for airport projects. NEPA regulations, in
865 describing the public involvement process, require federal agencies to: consider environmental
866 information in their decision-making processes; obtain information from the public regarding
867 environmental concerns surrounding an agency's proposed action; fully assess and disclose
868 potential environmental impacts resulting from the proposed action and alternatives; and
869 provide the public with this information and allow them to comment on these findings. For
870 substantial airport development projects, federal agencies are compelled to seek input from local
871 jurisdictions and to make documents available for public review and comment. NEPA also
872 serves as "a framework" statute for completing the public notice and participation requirements
873 specified in many other environmental laws and regulations, e.g., Section 106 of the National
874 Historic Preservation Act, Executive Order 12898, and DOT Order 5610.2, addressing
875 environmental justice.

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

¹⁹ See: <http://www.faa.gov/airports/environmental/sustainability/>

878 of Federal Regulations Part 150, *Airport Noise Compatibility Planning*). Different land uses
879 within a community and different levels of aircraft noise will result in variable noise exposure.
880 A Part 150 study must include public notification as well as the opportunity for public input.
881 Because Part 150 studies are conducted to reduce noise exposure effects in the community,
882 residents' participation is central to achieving success. Public comment helps characterize the
883 effects of noise on affected communities, and the input is considered when developing noise
884 reduction strategies. Without evidence of public involvement *and* consideration of public input,
885 the FAA cannot accept a Noise Exposure Map or approve a Noise Compatibility Program
886 developed under Part 150, and eligibility for federal funding could be jeopardized.

887 **Part 161.** A Part 161 (*Notice and Approval of Airport Noise and Access Restrictions*) application
888 is a comprehensive process that airport sponsors must follow when proposing any noise or
889 operational access restrictions on aircraft. Public involvement is one of six statutory conditions to
890 be supported by substantial evidence in order for FAA to approve a Stage 3 restriction.

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

894 **Public Hearing.** A public hearing is a gathering under the direction of an independent hearing
895 officer that allows interested parties to speak and hear about issues of concern. Public hearings
896 are held prior to a decision point and provide a forum to collect comments for the public record
897 and input on an airport project. Alternatives to the formal public hearing format may include
898 public hearings combined with informational meetings/open houses or public workshops.
899 Guidance on requirements and conducting public hearings is provided in FAA Orders 5050.4B
900 and 1050.1F, and in the Administrative Procedures Act (Subchapter II; 5 USC § 551 et seq.).

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

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

906 **Stakeholders.** Stakeholders are people or organizations that identify themselves as having an
907 interest in the results of an airport project. This interest could be economic (e.g., business could
908 be affected), proximity (e.g., the public living near the airport), mandated (e.g., agencies with
909 responsibility for natural resources), political (elected officials with an airport in or near their
910 jurisdiction), or general interest (e.g., people with strong beliefs about how the airport should be
911 used). Examples of stakeholders include individual residents and community groups
912 (environmental, business-related), airport tenants, airlines, local businesses, and state and local
913 representatives, among others.

914 **Project Sponsor.** The project sponsor is the entity responsible for conducting the airport project
915 and public involvement program. Depending on the type of project, the sponsor can either be
916 the airport owner/operator or the FAA. Generally, an airport operator is responsible for most
917 planning-related studies; however, EISs are managed by the FAA. Therefore, references to
918 project or study sponsor in this AC may refer to either an airport sponsor/operator or the FAA,
919 depending on the project.

920 **ACRONYMS AND ABBREVIATIONS**

921	AASHTO	American Association of State Highway and Transportation Officials
922	AC	Advisory Circular
923	AIP	Airport Improvement Program
924	BLM	Bureau of Land Management
925	CAC	Community Advisory Committee
926	CEQ	Council on Environmental Quality
927	CFR	Code of Federal Regulations
928	DNL	Day-Night Average Noise Level
929	DOT	U.S. Department of Transportation
930	EA	Environmental Assessment
931	EIS	Environmental Impact Statement
932	FAA	Federal Aviation Administration
933	FBO	Fixed Base Operator
934	FHWA	Federal Highway Administration
935	MPO	Metropolitan Planning Organization
936	NEPA	National Environmental Policy Act of 1969
937	P.L.	Public Law
938	RTCO	Regional Tribal Consultation Official
939	TAC	Technical Advisory Committee
940	TCRP	Transportation Cooperative Research Program
941	USC	United States Code

942

APPENDIX B. APPLICABLE LAWS, REGULATIONS, AND GUIDANCE**943 TYPES OF AIRPORT STUDIES WITH REQUIRED OR RECOMMENDED PUBLIC**
944 INVOLVEMENT

945 Public involvement programs are generally planned and carried out in conjunction with an
946 airport planning effort: airport master plans, system planning, 14 CFR Part 150/161 noise
947 studies, environmental reviews required under NEPA, etc. The studies are described below
948 along with their

949 **a. Master plans.** An airport master plan is a document that sets forth recommendations for
950 the potential long-term development of an airport (AC 150/5070-6B). The goal of a master plan
951 is to provide well-reasoned development recommendations over a long-term planning horizon,
952 typically 20 years. The master plan discusses the steps to be taken to satisfy the anticipated
953 future needs of an airport, while considering the surrounding community, the local built and
954 natural environment, and socioeconomic factors. Public involvement is an essential ingredient
955 in development of a master plan and AC 150/5070-6B includes a chapter describing the specific
956 requirements of public involvement in the planning process. The future needs of the airport
957 must be balanced with the needs of the surrounding community, particularly when the airport is
958 located in close proximity to populated areas or an environmentally sensitive resource. The
959 addition of sustainability considerations into the traditional master planning process provides a
960 framework for a holistic view of an airport's economic, environmental, social, and operational
961 opportunities. The FAA encourages active public participation and community outreach
962 tailored to the needs of the airport and the community in the development of sustainable master
963 plans.²⁰

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

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

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

²⁰ See: <http://www.faa.gov/airports/environmental/sustainability/>

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

993 **e. Other special purpose laws.** In addition to NEPA, many special purpose laws require
994 notice of, and opportunity for, public involvement. One of the most significant environmental
995 laws related to airport studies is Environmental Justice Order 12898, which directs federal
996 agencies, including the FAA, to identify and address, as appropriate, disproportionately high
997 and adverse human health or environmental effects of its programs, policies, and activities on
998 minority populations and low-income populations. U.S. Department of Transportation (DOT)
999 Order 5610.2, *Actions to Address Environmental Justice in Minority Populations and Low-*
1000 *Income Populations*, describes the process for incorporating environmental justice principles
1001 into all existing DOT programs, policies, and activities. Other "special purpose laws" include
1002 federal laws, regulations, and executive and departmental orders addressing specific resources
1003 that must be considered when completing environmental analyses under NEPA for airport
1004 projects. Common special purpose laws that project sponsors may need to consider include:

- 1005 • The Endangered Species Act of 1973
- 1006 • Section 106 of the National Historic Preservation Act
- 1007 • Executive Order 11990, *Protection of Wetlands*
- 1008 • Executive Order 11998, *Floodplain Management*
- 1009 • 49 USC §303, “Policy on Lands, Wildlife and Waterfowl Refuges, and Historic Sites”
1010 (formerly Section 4(f) of the Department of Transportation Act)
- 1011 • Section 404 of the Clean Water Act

1012 Table 1-1 of Order 5050.4B lists many special purpose laws, regulations, and orders applicable
1013 to airport studies. The public involvement requirements for all special purpose laws are not set
1014 forth in this AC, but the process outlined here can be used to incorporate numerous public
1015 involvement requirements in an airport NEPA study that efficiently satisfies all requirements. It
1016 should be noted that, when a public meeting is intended to satisfy multiple statutory
1017 requirements, it must be made clear to the community that such is the case, and the public
1018 should be given specific opportunity to comment on each separate topic. For example, if a
1019 public hearing is meant to discuss a NEPA EA, but will also be used to satisfy the public
1020 involvement requirements for a Section 106 historic preservation review, the public
1021 announcement should mention both and the meeting should provide dedicated information and
1022 time to discuss each topic.

1023 **f. The relationships between the various studies.** Any community involvement should
1024 leverage existing methods and processes available to an airport sponsor or within a community

1025 to engage the public. For larger airports, a typical progression of airport planning could include
1026 a Master Plan, then a NEPA review, and then a Part 150 study. Other airports may prepare an
1027 ALP or ALP update, accompanied by NEPA review of proposed development. An airport
1028 sponsor may have a project that includes one or all of these studies and should plan accordingly.
1029 Community involvement should be designed and implemented to build and maintain continuity.
1030 For example, effective public input received during the master planning stage of airport
1031 development would identify issues, concerns, and relevant information early, and that
1032 information could feed into the scoping process for the NEPA evaluation, as well as the project
1033 purpose and need and the range of alternatives. In addition to consideration of a wide range of
1034 environmental issues during early project planning, effective engagement of the public also
1035 leads to a more seamless transition among planning efforts. Continuity of the public
1036 involvement process is cost and time effective, minimizes duplication of effort, promotes
1037 environmental stewardship, and reduces delays in project implementation by promoting early
1038 coordination between planning and environmental staff. Additionally, linking planning and
1039 environmental reviews can help reduce public confusion and focus stakeholder involvement by
1040 clearly showing the planning progression.

1041 **The following sections describe applicable laws, regulations and guidance associated with**
1042 **each study type.**

1043 **PLANNING**

1044 **FAA Advisory Circular 150/5070-7: *The Airport System Planning Process***

1045 AC 150/5070-7 provides guidance for effective airport system planning to ensure that air
1046 transportation needs are adequately met by a system of airports now and into the future. The AC
1047 acknowledges the need for public involvement and provides limited guidance on developing a
1048 public involvement program. The AC directs planners to determine the extent of public
1049 consultation needed, identify stakeholders, and develop a plan commensurate with the scope of
1050 work. This AC notes that the public consultation process should be documented, but does not
1051 provide any guidance for doing so. Some basic public participation techniques are
1052 recommended and the reader is directed to the Federal Aviation Administration's (FAA's)
1053 *Community Involvement Manual* with an Internet link provided. This AC can be accessed at:
1054 [http://www.faa.gov/airports/resources/advisory_circulars/index.cfm/go/document.information/d](http://www.faa.gov/airports/resources/advisory_circulars/index.cfm/go/document.information/documentNumber/150_5070-7)
1055 [ocumentNumber/150_5070-7](http://www.faa.gov/airports/resources/advisory_circulars/index.cfm/go/document.information/documentNumber/150_5070-7)

1056 **FAA Advisory Circular 150/5070-6B, Change 1: *Airport Master Plans***

1057 AC 150/5070-6 provides guidance on the preparation of airport master plans that range in size
1058 and function. This AC has a chapter on public involvement and makes the case that extensive
1059 public involvement enhances the planning process. The AC notes the importance of initiating
1060 public involvement before decisions are made and that the first task in a master plan project
1061 should be the creation of a public involvement program. There are brief sections on tools and
1062 techniques, identifying stakeholders and key issues, and documenting the public involvement
1063 program. This AC can be accessed at:
1064 [http://www.faa.gov/airports/resources/advisory_circulars/index.cfm/go/document.information/d](http://www.faa.gov/airports/resources/advisory_circulars/index.cfm/go/document.information/documentNumber/150_5070-6B)
1065 [ocumentNumber/150_5070-6B](http://www.faa.gov/airports/resources/advisory_circulars/index.cfm/go/document.information/documentNumber/150_5070-6B)

1066 **NATIONAL ENVIRONMENTAL POLICY ACT**

1067 **National Environmental Policy Act of 1969**

1068 The National Environmental Policy Act of 1969 (NEPA) was one of the first laws that
1069 established the broad national framework for protecting our environment. NEPA is a national
1070 policy that encourages productive and enjoyable coexistence between people and the
1071 environment, prevents or eliminates damage to the environment, improves health and welfare,
1072 increases the understanding of ecological systems and natural resources, and establishes a
1073 Council on Environmental Quality (CEQ). Through NEPA, Congress requires federal agencies
1074 to consider the environmental effects of airport projects. Environmental Assessments or
1075 Environmental Impact Statements must be prepared to assess the impacts from alternative
1076 courses of action, and are the most visible NEPA requirements. FAA Orders 1050.1F,
1077 *Environmental Impacts: Policies and Procedures*, and 5050.4B, *National Environmental Policy*
1078 *Act (NEPA) Implementing Instructions for Airport Actions*, address NEPA requirements and
1079 provide guidance. NEPA can be accessed at: <http://www.epw.senate.gov/nepa69.pdf>

1080 **40 CFR Part 1506: Other Requirements of NEPA**

1081 This law provides additional information regarding NEPA requirements. The CEQ provides
1082 instructions on NEPA's public involvement process in Section 1506.6. FAA Orders 1050.1F
1083 and 5050.4B address the legal requirements in Section 1506.6 and provide guidance to meet
1084 minimum public involvement requirements. This law can be accessed at:
1085 <https://www.gpo.gov/fdsys/granule/CFR-2012-title40-vol34/CFR-2012-title40-vol34-part1506>

1086 **FAA Order 1050.1F: Environmental Impacts: Policies and Procedures**

1087 This Order sets forth the FAA's specific requirements for implementing NEPA and the CEQ
1088 *Regulations for Implementing NEPA*. The importance of facilitating public participation is
1089 stressed, as is tailoring the process to match the complexity of the proposed project being
1090 evaluated. The Order primarily focuses on the specific legal requirements for public notices and
1091 public hearings and contains almost no information on tools and techniques or planning for
1092 public involvement or documentation. However, the AC does include some information about
1093 factors that are helpful in deciding if a hearing, workshop, or meeting. The Order references
1094 other FAA documents, including the *Community Involvement Policy Statement* and the
1095 *Community Involvement Manual*, as well as U.S. DOT's *Public Involvement Techniques for*
1096 *Transportation Decision-Making*. This Order can be accessed at:
1097 [https://www.faa.gov/regulations_policies/orders_notices/index.cfm/go/document.current/docum](https://www.faa.gov/regulations_policies/orders_notices/index.cfm/go/document.current/documentnumber/1050.1)
1098 [entnumber/1050.1](https://www.faa.gov/regulations_policies/orders_notices/index.cfm/go/document.current/documentnumber/1050.1)

1099 **FAA Order 5050.4B: National Environmental Policy Act (NEPA) Implementing**
1100 **Instructions for Airport Actions**

1101 Order 5050.4 is the FAA's Office of Airports' guidance for implementing NEPA on airport
1102 projects and supplements Order 1050.1. Order 5050.4B contains a chapter on public
1103 involvement that references the FAA's *Community Involvement Policy Statement* and CEQ's
1104 regulations for public involvement, but primarily focuses on providing the opportunity for a
1105 public hearing on NEPA documents and the responsibilities associated with the hearing. This
1106 Order describes when a project sponsor must provide the public with an opportunity for a
1107 hearing and the additional public involvement requirements of other potentially relevant federal

1108 laws. This Order provides little information on tools and techniques, or planning for public
1109 involvement or documentation. This Order can be accessed at:

1110 http://www.faa.gov/airports/resources/publications/orders/environmental_5050_4/media/5050-4B_complete.pdf
1111

1112 **14 CFR PART 150 STUDIES**

1113 **Aviation Safety and Noise Abatement Act of 1979 (P.L. 96-193)**

1114 This Act is implemented by 14 CFR Part 150, *Airport Noise Compatibility Planning*, and
1115 guidance is provided in AC 150/5020-1, *Noise Control and Compatibility Planning for*
1116 *Airports*, both of which are described below. The Act requires that noise exposure maps be
1117 prepared in consultation with public agencies and planning authorities for the area surrounding
1118 the airport, but does not specify other consultation or participation.

1119 **14 CFR Part 150: *Airport Noise Compatibility Planning***

1120 This regulation states that one of the purposes of a noise compatibility program is to bring
1121 together, through public participation, agency coordination, and overall cooperation, all
1122 interested parties to facilitate the creation of an agreed-upon noise abatement plan. Guidance on
1123 public involvement is contained in the Part 150 Advisory Circular described immediately
1124 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>
1125

1126 **Advisory Circular 150/5020-1: *Noise Control and Compatibility Planning for Airports***

1127 This AC acknowledges that the airport and the community have a number of important
1128 influences upon one another and, therefore, it is essential to receive public comments on any
1129 proposed actions that may affect the public. The AC notes that a community involvement
1130 program requires identifying issues and the people that might be affected before identifying
1131 appropriate techniques for involvement. The AC refers the reader to the FAA's *Community*
1132 *Involvement Manual* and Advisory Circular 150/5050-4 for guidance in developing the
1133 community involvement program. This AC requires the project sponsor to provide
1134 documentation summarizing the public involvement and input to the program, as well as
1135 documentation of consultation with officials of public agencies and planning agencies. This AC
1136 can be accessed at:

1137 [http://www.faa.gov/airports/resources/advisory_circulars/index.cfm/go/document.current/docu](http://www.faa.gov/airports/resources/advisory_circulars/index.cfm/go/document.current/documentNumber/150_5020-1)
1138 [mentNumber/150_5020-1](http://www.faa.gov/airports/resources/advisory_circulars/index.cfm/go/document.current/documentNumber/150_5020-1)

1139 **14 CFR PART 161 STUDIES**

1140 **Airport Noise and Capacity Act of 1990 (ANCA) (P.L. 101-508).**

1141 ANCA established a national aviation noise policy that recognized the importance of managing
1142 aviation noise. The relevant part of this Act is implemented by 14 CFR Part 161: *Notice and*
1143 *Approval of Airport Noise and Access Restrictions*, which is described below. The Act requires
1144 public notice of the proposed restriction and an opportunity for the public to review and
1145 comment on the proposed restriction.

1146 **14 CFR Part 161: *Notice and Approval of Airport Noise and Access Restrictions***

1147 14 CFR Part 161 implements ANCA and provides the requirements for implementing aircraft
1148 noise and access restrictions. Part 161 requires the project sponsor to publish a notice of the

1149 proposed restriction in newspapers, to post a notice in a public location at the airport, and to
1150 directly notify in writing specified affected parties. The regulation requires specific information
1151 to be included in the notice, including an invitation to comment on the proposed restriction.

1152 This law can be accessed at: [http://www.ecfr.gov/cgi-bin/text-
1153 idx?SID=f8e6df268e3dad2edb848f61b9a0fb51&mc=true&node=pt14.3.161&rgn=div5](http://www.ecfr.gov/cgi-bin/text-idx?SID=f8e6df268e3dad2edb848f61b9a0fb51&mc=true&node=pt14.3.161&rgn=div5)

1154 **OTHER**

1155 **Community Involvement Manual**

1156 The manual, which was updated in February 2016, provides FAA practitioners with an
1157 understanding of the value of community involvement and describes practices and effective
1158 techniques for community participation. This manual is written for FAA employees who are
1159 planning, conducting, or approving aviation actions with potential environmental issues that
1160 raise concerns within a community. The manual provides FAA practitioners with the knowledge
1161 and resources needed to facilitate meaningful community involvement for such actions,
1162 including effectively engaging communities, encouraging exchange of information, and having
1163 community viewpoints heard. It provides guidance that supplements applicable public
1164 participation provisions in relevant FAA orders.

1165 [https://www.faa.gov/about/office_org/headquarters_offices/apl/environ_policy_guidance/guida
1166 nce/](https://www.faa.gov/about/office_org/headquarters_offices/apl/environ_policy_guidance/guidance/)

1167 ***Community Involvement Policy Statement***

1168 This statement specifies the FAA's commitment to completely open and effective public
1169 participation in agency actions. The *Community Involvement Policy* states that the agency
1170 regards community involvement as an essential element in the development of programs and
1171 decisions that affect the public and outlines the goals of community involvement. This policy
1172 statement is currently published as appendix 10 of Order 7100.2K, and can be accessed at:

1173 [http://www.faa.gov/regulations_policies/orders_notices/index.cfm/go/document.current/docume
1174 ntnumber/7400.2](http://www.faa.gov/regulations_policies/orders_notices/index.cfm/go/document.current/documentnumber/7400.2)

1175 ***Executive Order 12898: Federal Actions to Address Environmental Justice in Minority 1176 Populations and Low-Income Populations***

1177 Environmental justice ensures that the environment and health are equally protected for all
1178 people regardless of race, color, national origin, or income. The Executive Order focuses
1179 attention on the environmental and human health conditions of minority and low-income
1180 populations with the goal of achieving environmental protection for all communities. This
1181 Executive Order requires federal agencies to identify and address projects that may have
1182 excessively high adverse health or environmental effects on minority and low-income
1183 populations. The Executive Order is also intended to promote nondiscrimination on projects
1184 substantially affecting human health and the environment, and to provide access to public
1185 information on, and an opportunity for public participation in, matters relating to human health
1186 or the environment. This Executive Order can be accessed at: [http://www.archives.gov/federal-
1187 register/executive-orders/pdf/12898.pdf](http://www.archives.gov/federal-register/executive-orders/pdf/12898.pdf)

1188 ***Presidential Memorandum on Government-to-Government Consultation with Native***
1189 ***American Tribal Governments***

1190 The United States government has a unique legal relationship with American Indian and Alaska
1191 Native tribal governments. As agencies undertake activities affecting American Indian and
1192 Alaska Native tribal rights or trust resources, the activities should be implemented in a
1193 knowledgeable, sensitive manner respectful of tribal sovereignty. [Executive Order 13175,](#)
1194 [Consultation and Coordination with Indian Tribal Governments \(November 9, 2000\)](#) and
1195 [Executive Memorandum, Government-to-Government Relations with Native American Tribal](#)
1196 [Governments \(April 29, 1994\)](#) outline principles that agencies must follow when interacting
1197 with American Indian and Alaska Native tribal governments. The purpose of the principles is to
1198 clarify responsibility for ensuring that the federal government operates within a government-to-
1199 government relationship with federally recognized American Indian and Alaska Native tribes.
1200 The intent is to build a more effective day-to-day working relationship reflecting respect for the
1201 rights of self-government due the sovereign tribal governments.

1202 ***DOT Order 5301.1: Department of Transportation Programs, Policies, and Procedures***
1203 ***Affecting American Indians, Alaska Natives, and Tribes***

1204 This U.S. Department of Transportation (DOT) Order provides the policy for the DOT to foster
1205 relationships with American Indians, Alaska Natives, and tribes while conducting and
1206 administering activities and programs in locations where they reside. DOT Order 5301.1
1207 ensures that projects administered by the DOT are responsive to the needs and concerns of
1208 American Indians, Alaska Natives, and tribes. This DOT Order also provides guidance on
1209 government-to-government consultation requirements. The DOT Order can be accessed at:
1210 <http://environment.fhwa.dot.gov/guidebook/vol2/5301.1.pdf>

1211 ***Executive Order 13175: Consultation and Coordination with Indian Tribal Governments***

1212 This Executive Order establishes regular and meaningful consultation and collaboration with
1213 tribal officials when federal projects have tribal implications. This Executive Order also serves
1214 to strengthen the United States government-to-government relationships with American Indian
1215 tribes, and to reduce mandates upon Indian tribes. Government-to-government consultation
1216 requirements are a result of this Executive Order and DOT Order 5301.1. This Executive Order
1217 can be accessed at: <http://www.state.gov/documents/organization/136740.pdf>

1218 ***FAA Order 1210.20: American Indian and Alaska Native Tribal Consultation Policy and***
1219 ***Procedures***

1220 This Order provides the policy guidance needed to strengthen the FAA's government-to-
1221 government relationship with American Indian and Alaska Native tribes, and the consultation
1222 framework to promote meaningful coordination. The FAA must consult with tribes before
1223 taking any actions that may significantly or uniquely affect them. This Order sets forth the
1224 policy and procedures for carrying out the consultation requirements of DOT Order 5301.1 and
1225 complies with Executive Order 13175. This Order can be accessed at:
1226 [https://www.faa.gov/regulations_policies/orders_notices/index.cfm/go/document.information/d](https://www.faa.gov/regulations_policies/orders_notices/index.cfm/go/document.information/documentID/13763)
1227 [ocumentID/13763](https://www.faa.gov/regulations_policies/orders_notices/index.cfm/go/document.information/documentID/13763)

APPENDIX C. COMMUNITY INVOLVEMENT TECHNIQUES AND PRACTICES

<p>Public Hearing</p>	<p>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.</p> <p>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).</p> <p>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:</p> <p>Accessibility: The hearing must be open to the public; anyone may attend, as either an individual or a representative of a specific interest group.</p> <p>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.</p> <p>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.</p>	<p><i>FAA Community Involvement Manual; Orders 1050.1F and 5050.4B</i></p>
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	<p>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.</p> <p>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.	<i>FAA Community Involvement Manual</i>
Open House or Workshop	An informal event for the community to gather and receive information from technical experts and provide comments.	<i>FAA Community Involvement Manual</i>
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" [<i>Bureau of Design and Environment Manual</i>]
Open Meetings	Meetings with staff on technical issues or meetings to explore alternatives with a public audience.	

Informational Meetings	Informal public gatherings that blend the individual discussions of open houses with the group interaction of public hearings. Informational meetings include an informal, individual discussion period characteristic of an open house, a formalized presentation, a group question and answer period, and, if questions still remain, another informal discussion period.	Federal Highway Administration (FHWA), Chapter 19, “Public Involvement Guidelines” <i>[Bureau of Design and Environment Manual]</i>
Public Mass Meetings	Meetings organized to gain the greatest amount of public input.	
Public Workshops	Meetings in a workshop format, where participants are asked to analyze the provided information, identify impacts, work with others with whom they may agree or disagree, and offer solutions and explanations on their comments/suggestions.	<i>FAA Community Involvement Manual; FHWA Chapter 19, “Public Involvement Guidelines” [Bureau of Design and Environment Manual]</i>
Community Advisory Committee or Citizens Advisory Committee	A group of representative stakeholders (residents) meets regularly to discuss project-related issues or concerns during project development 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.	<i>FAA Community Involvement Manual; American Association of State Highway and Transportation Officials (AASHTO), Utilizing Community Advisory Committees for NEPA Studies</i>
Constituency Committee	A committee used by elected officials to decide on controversial issues. A constituency committee reflects the feelings of its constituency. Such a committee serves to indicate the popularity of a particular idea.	

Coordinating Committee	A committee composed of representatives from special interest groups whose role is to relay information between the technical team and their interest groups.	
Community Neighborhood Committee	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.	FAA
Simulation and visualization	Interactive activities designed to allow people to simulate the effects of making particular policy choices and decisions showing the interrelated nature of environmental and economic systems.	<i>FAA Community Involvement Manual</i>
Focus Groups	Focus groups are most often used when agencies desire information about specific issues. Critical to their success is striving for balanced representation and keeping the group at a manageable number so that each person is able to contribute to a substantive discussion.	<i>FAA Community Involvement Manual</i> TCRP Synthesis 89: <i>Public Participation Strategies for Transit</i>
Charrettes	Charrettes are meetings designed for a variety of individuals, held over a concentrated period of time (up to one week), and used to address a 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.	<i>FAA Community Involvement Manual</i>
Large Group/Small Group Meetings	Presentations to a large group, followed by breakout sessions with smaller groups to gather input.	

<p>Coordination with Community Organizations / Community Coordination</p>	<p>Use existing community organizations (e.g., civic groups) to disseminate information on a planning program or environmental review process.</p>	<p><i>FAA Community Involvement Manual</i></p>
<p>Stakeholder Forums</p>	<p>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.</p>	<p>IBM Center for the Business of Government: <i>Assessing Public Participation In An Open Government Era</i>; AASHTO, <i>Utilizing Community Advisory Committees for NEPA Studies</i></p>
<p>Interactive Web-based Public Participation Tool/Crowd-sourcing/ Ideation</p>	<p>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.</p>	<p>IBM Center for the Business of Government: <i>Assessing Public Participation in an Open Government Era</i></p>
<p>Project Website</p>	<p>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.</p>	<p>FHWA Chapter 19, “Public Involvement Guidelines” [<i>Bureau of Design and Environment Manual</i>]; TCRP Synthesis 89: <i>Public Participation Strategies for Transit</i></p>

Project Wikis	Websites that allow visitors to edit existing webpages, post links and documents, and create new interconnected pages. Most often used to aggregate information. Agencies tend to use wikis to share and collaborate on the development of information resources by diverse groups of community organizations, advocates, or stakeholders (e.g., the airport sponsor, residents, airlines, local jurisdictions).	IBM Center for the Business of Government: <i>Assessing Public Participation in an Open Government Era</i>
Online Contests or Competitions	Online contests or competitions offer rewards to those who develop breakthrough solutions to specific problems or challenges. The online contests provide an open platform for people to submit and rank ideas. A contest or challenge typically offers some sort of prize or recognition to encourage the submission of ideas.	IBM Center for the Business of Government: <i>Assessing Public Participation in an Open Government Era</i>
Online Town Halls or Chats	Events during which the public submits questions or comments to agency leaders and decision-makers who respond in real time. Generally, these forums include some form of presentation and an opportunity to submit questions or comments that may be fielded via webcast or in a text-based chat format.	IBM Center for the Business of Government: <i>Assessing Public Participation in an Open Government Era</i>
Social Media - All	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.	IBM Center for the Business of Government: <i>Assessing Public Participation in an Open Government Era</i> ; TCRP Synthesis 89: <i>Public Participation Strategies for Transit</i>
Social Media - Blog	Blogs can be used to provide detailed information about new services or routes.	TCRP Synthesis 89: <i>Public Participation Strategies for Transit</i>

Social Media - Facebook	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.	TCRP Synthesis 89: <i>Public Participation Strategies for Transit</i>
Social Media - Twitter	Twitter can be used to broadcast immediate service issues.	TCRP Synthesis 89: <i>Public Participation Strategies for Transit</i>
Cable Television	Cable television companies typically set aside one channel for public service. Options range from announcements on public hearing activities to presentation of a video on the proposed project. Reruns of public hearing presentations may also be offered on such channels in some locations.	FHWA Chapter 19, “Public Involvement Guidelines” [<i>Bureau of Design and Environment Manual</i>]
Hotlines	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.	<i>FAA Community Involvement Manual</i> ; FHWA Chapter 19, “Public Involvement Guidelines” [<i>Bureau of Design and Environment Manual</i>]
Participatory Television	A television program or call-in show to gather public input or educate the public about the project.	<i>FAA Community Involvement Manual</i>
Responsiveness Summaries	A summary file that keeps track of all comments received.	
Signs and Billboards	Signs can be placed announcing scheduled public involvement activities. This is one way of notifying users who are not from the immediate area and may be more effective in rural areas because of reduced competition from other signs.	FHWA Chapter 19, “Public Involvement Guidelines” [<i>Bureau of Design and Environment Manual</i>]

Television and Radio Appearances	<p>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.</p>	<p>FHWA Chapter 19, “Public Involvement Guidelines” [<i>Bureau of Design and Environment Manual</i>]</p>
Brochures and Handouts	<p>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.</p> <p>Brochures are effective ways to notify communities about events, communicate information, and to collect and document public reactions to various alternatives.</p>	<p>FHWA Chapter 19, “Public Involvement Guidelines” [<i>Bureau of Design and Environment Manual</i>]</p> <p><i>FAA Community Involvement Manual</i></p>
Fact Sheets	<p>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.</p>	<p>Idaho Transportation Department, <i>Guide to Public Involvement for Programs, Planning and Projects</i></p>
Newsletters	<p>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.</p>	<p>FHWA Chapter 19, “Public Involvement Guidelines” [<i>Bureau of Design and Environment Manual</i>]</p>
Newspaper Inserts	<p>Inserts or advertisements describe the study or project and can have a response form.</p>	<p><i>FAA Community Involvement Manual</i></p>

Press Releases	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.	FHWA, Chapter 19, "Public Involvement Guidelines" <i>[Bureau of Design and Environment Manual]</i>
Facilitation	Facilitation is the process in which a neutral third-party assists a group in decision-making or problem-solving by helping to increase the group's effectiveness. The goal of facilitation is not necessarily to resolve conflict, but 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.	Bureau of Land Management (BLM), <i>Collaborative Stakeholder Engagement and Appropriate Dispute Resolution</i>
Joint Fact-finding	Joint fact-finding is a collaborative process where members of the public may work with the project team to identify, review, evaluate, and recommend scientific information for inclusion in the decision-making process. Joint fact-finding recognizes that both experts and "non-experts" have important roles in decisions offering other valid information, such as experiential and traditional knowledge.	BLM, Collaborative Stakeholder Engagement and Appropriate Dispute Resolution
Ombudsman	The ombudsman function assists parties in a stakeholder engagement process to prevent, manage, mitigate, or resolve conflicts in coordination with appropriate officials.	BLM, <i>Collaborative Stakeholder Engagement and Appropriate Dispute Resolution</i>
Stakeholder Engagement	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.	BLM, <i>Collaborative Stakeholder Engagement and Appropriate Dispute Resolution</i>
Surveys (Online or Hard Copy Formats)	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.	<i>FAA Community Involvement Manual</i>

Interviews	Interviews are conducted with key individuals representing a range of community opinion.	<i>FAA Community Involvement Manual</i>
Opinion Polls	Poll takers contact people in their homes or places of business and request information from them on specific topics. Polls may consist of mailed questionnaires, telephone contacts, or personal interviews. They may seek out or address specific groups, such as those living in a specific geographic area, those who work in a specific area, or those who belong to certain organizations.	FHWA Chapter 19, “Public Involvement Guidelines” [<i>Bureau of Design and Environment Manual</i>]
Technical Assistance for the Public	Technical assistance provided by staff and consultants to help them develop their own alternatives or analyze issues and evaluate impacts.	<i>FAA Community Involvement Manual</i>
Public Training Programs	Training is conducted to improve public understanding of studies, technical information, and training on the planning and decision-making process.	<i>FAA Community Involvement Manual</i>
Visualizations and videos (Displays, Exhibits)	Visual displays located in a public place to provide information to the general public. The displays may include response forms to be filled out.	<i>FAA Community Involvement Manual</i>
Scoping	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.	CEQ: <i>Collaboration in NEPA</i>

<p>Visioning</p>	<p>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.</p>	<p><i>FHWA, Innovations in Public Involvement for Transportation Planning</i></p>
<p>Field Offices</p>	<p>Local offices of the sponsoring agency are established in the community where a project or issue has a significant impact.</p>	<p><i>FAA Community Involvement Manual</i></p>

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APPENDIX D. SOURCES FOR MORE INFORMATION

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Advisory Circular Feedback

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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:
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