

BUREAU OF LAND MANAGEMENT
2007 Collaboration Desk Guide

Attachment 1

**BUREAU OF LAND MANAGEMENT
Collaboration Desk Guide**

Table of Contents

1. What Is Collaboration?..... 1

2. What Is Cooperative Conservation?..... 1

3. What Is a Partnership?..... 1

4. Why Are Public Land Management Agencies Institutionalizing Collaboration?..... 2

5. What Are the Authorities for the Use of Collaboration?..... 3

6. What Is the Agency’s Role in a Collaborative Process?..... 3

7. What are the Seven Guiding Principles in Collaboration?..... 3

8. What Are the Elements of a Successful Collaboration?..... 6

9. How Does Collaboration Relate to the Federal Advisory Committee Act (FACA)?..... 6

10. How Do You Choose the Right Approach for Effective Collaboration and Build Capacity?..... 6

11. What Are Some of the Difficulties You May Encounter Using a Collaborative Process?..... 9

12. How Do You Evaluate a Collaborative Process?..... 10

13. How Do You Incorporate Collaboration into the Planning Process?..... 12

14. Resources..... 21

15. Appendix..... 25

Principles and Guidelines for Collaboration

...it is the continuing policy of the Federal Government...to create and maintain conditions under which man and nature can exist in productive harmony, and fulfill the social, economic, and other requirements of present and future generations of Americans....

National Environmental Policy Act, Section 101 [42 U.S.C. §4331]

Vision

The vision for Cooperative Conservation in the Bureau of Land Management (BLM) is to make shared stewardship of America's public lands the BLM's operating principle. It is the primary directive for land restoration, place-based conservation, and sustainable resource use in the 21st century.

Goals

The goals for Cooperative Conservation in the BLM are to facilitate partnerships for shared stewardship that:

- Provide for individual and community responsibility in the planning and management of public lands;
- Embrace integrated, landscape level approaches to conservation and sustainable land use;
- Connect working landscapes with the conservation and protection of natural, economic, cultural and social systems;
- Advance innovations in natural resources management and Cooperative Conservation in partnership with communities of place and interest;
- Institutionalize within the BLM a commitment to the value, processes, and outcomes of shared stewardship and enhanced public participation as necessary to the agency's mission;
- Expand opportunities for citizens to directly engage in the use, care, and protection of public lands and resources now and in the future; and
- Build performance measures reflective of collaborative and partnership-based outcomes.

"The Congress recognizes that each person should enjoy a healthful environment and that each person has a responsibility to contribute to the preservation and enhancement of the environment."

National Environmental Policy Act, Section 101

The purpose of this document is to identify principles, desired outcomes and some useful practices to help a Federal agency use a collaborative process to achieve Cooperative Conservation. It is not intended to be a cookbook, but rather a discussion of a range of proven methods. You may find one, two or many of these methods helpful to identify and craft ways of collaboration that work for your situation.

1. WHAT IS COLLABORATION?

Collaboration is a cooperative process in which interested parties, often with widely varied interests, work together to seek solutions with broad support for Federal, State, and county managed public and other lands. Collaboration is all about building and maintaining relationships with communities of place and interest, partners, volunteers and cooperating agencies, and each other. It is a tool for implementing and building Cooperative Conservation.

2. WHAT IS COOPERATIVE CONSERVATION?

Cooperative Conservation means actions that relate to the use, enhancement and enjoyment of natural resources, the protection of the environment, or both, and that involve collaborative activity among Federal, State, local and Tribal governments, private for-profit and non-profit institutions, other non-governmental entities, and individuals. (Executive Order No. 13352 Facilitation of Cooperative Conservation)

Cooperative Conservation is the next generation in shared community stewardship of public lands, anchored in the BLM's longstanding commitment to communities, partnerships, and cooperation. Cooperative Conservation occurs when communities of place and interest participate fully and engage openly in: (1) discussing and setting public land goals; (2) integrating those goals with community goals where appropriate; (3) problem-solving that is foundational to the National Environmental Policy Act, planning processes, and the daily operations of public lands; and (4) the implementation, monitoring, and evaluation of management plans and other activities and projects.

3. WHAT IS A PARTNERSHIP?

Collaboration is a process; it is the way interested people work together to seek solutions. A partnership is an agreement between two or more entities, created to achieve or to assist in reaching a common goal. Partnerships may involve one organization utilizing another's unique abilities, equipment or services, or it may be a sharing of resources (money, time, knowledge, equipment, etc.) to accomplish short- or long-term objectives for one or all of the participating partners. Agencies engage in many types of formal and informal partnership arrangements including: grants and cooperative agreements, memoranda of understanding, donations to the agency, and statutory partnerships.

“Successful conservation by its very nature must be a partnership between the American People and their governments. The more the Department (of the Interior) can empower people as stewards of the land, the more effective we can be in our conservation mission.”

Department of the Interior Strategic Plan, p. 15

4. WHY ARE PUBLIC LAND MANAGEMENT AGENCIES INSTITUTIONALIZING COLLABORATION?

Collaboration is the way Federal land management agencies are doing business. It is not just used in land-use planning. Collaboration occurs in many daily management practices and decisions. The collaborative process is integral to developing a shared understanding of all the processes used to manage public lands:

- Public lands issues affect the relationship between the health of a community and the health of public lands.
- Public land issues are complex, interrelated, and defy easy, quick answers.
- Problems cannot be easily solved by any one person, sector, or organization.
- Neither agencies nor communities may have the resources to go it alone.
- Citizens have a right to a direct and meaningful voice in issues that affect them.

Collaboration has many benefits including:

- Healthier landscapes;
- Healthier communities;
- Increased community involvement with, and support for management decisions and implementation;
- Improved connections both among communities as well as between communities and the Federal agency;
- Reduced stress and more productive relationships;
- Reduced polarization;
- Increased number of supporters;
- Increased resources available to manage the land;
- Quicker implementation (after the up-front expense of time, a successful collaboration can result in less time spent on planning and more time spent on managing the resources);
- Increased collective knowledge;
- Increased management flexibility; and
- More solution-oriented and less conflict-oriented interaction.

“The Congress recognizes that each person should enjoy a healthful environment and that each person has a responsibility to contribute to the preservation and enhancement of the environment.”

National Environmental Policy Act, Section 101

5. WHAT ARE THE AUTHORITIES FOR THE USE OF COLLABORATION?

Executive Order 13352, “Facilitation of Cooperative Conservation” (August 26, 2004), “...directs agencies to implement environmental and natural resource laws to promote collaborative activity among Federal, State, local, and Tribal governments, private for-profit and nonprofit institutions, other non-governmental entities and individuals.”

The Office of Management and Budget and the President’s Council on Environmental Quality Memorandum (November 2005) further directs agencies to increase the effective use of environmental conflict resolution and to build institutional capacity for collaborative problem solving.

The BLM’s Land-Use Planning Handbook, H-1601-1 (March 11, 2005) describes the legal authorities for public involvement and collaborative work.

The National Environmental Policy Act, Section 101.

The Department of the Interior’s Environmental Statement Memorandum (EMS) No. EMS03-4, Procedures for Implementing Public Participation and Community-Based Training.

The Department of the Interior’s Environmental Statement Memorandum (EMS) No. EMS03-7, Procedures for Implementing Consensus-Based Management in Agency Planning and Operations.

BLM Instruction Memorandum No. 2005-237 New Department of the Interior Requirements; Use and Further Distribution of A Desk Guide to Cooperating Agency Relationships.

6. WHAT IS THE AGENCY’S ROLE IN A COLLABORATIVE PROCESS?

The role of the agency personnel is often to participate as an equal partner in the process, helping to keep the process open and inclusive so that everyone feels equally empowered. The process should start with the people of the community, rather than originate or be driven by the agency. Agency personnel should avoid the temptation to control a collaborative process. Even when the agency initiates the collaboration, it should function as a partner and not direct others. A collaborative group should define its own decision-making process including ground rules for operation.

7. WHAT ARE THE SEVEN GUIDING PRINCIPALS IN COLLABORATION?

Build Lasting Relationships

Collaboration is dependent upon the day-to-day relationship building that develops trust and understanding. This should be ongoing and not just when we are planning or developing a project.

- Be involved in the community beyond the role of public land manager.
- Expand your networks in the community by showing up where people naturally meet and communicate: coffee shops, rodeos, churches, barbershops, etc.
- Meet regularly with organizations that represent user and interest groups, e.g., County Commissioners, City Council, and other local meetings. Be there to listen and learn. Do not show up only when BLM has an issue.
- Celebrate the successes of your partnerships, even small ones, to maintain group motivation and focus.
- Go to lunch with your biggest critic(s). Visit with them on their turf.
- Organize field tours to look at issues on the ground.

Understand legal sideboards and agree on working guidelines early on

All participants must be clear about appropriate roles, responsibilities and sideboards for the collaborative group as well as the laws and regulations that guide their own organizations. Without clearly defined parameters, group and individual expectations may become unclear and their expectations may exceed appropriate participatory levels.

- It is important that collaborative groups learn about the legal mandates that all participants, including Federal land management agencies, must uphold.
- Communities can be actively engaged in the problem solving, the decision making process and implementation, but agency personnel need to be clear from the outset when Federal law requires them to maintain decision making authority.
- Provide training to the partners on the National Environmental Policy Act, the Endangered Species Act, the Federal Advisory Committee Act, and other legal and regulatory requirements.

Encourage diverse participation and communication

Collaboration is more successful when there is broad community representation of all affected parties. The formal networks of organizations may not adequately or fairly represent the full spectrum of public values and interest. Having a variety of mechanisms for people to express themselves is essential to ensure that various segments of the population who have differing abilities to participate can do so if they choose, and for us to understand the array of goals, interests, and constraints of multiple user groups.

- Engage elected officials who are critical stakeholders.
- Look beyond these officials to others who can influence a decision.
- Have an open, easily accessible process where community members are encouraged to participate.
- Learn the informal networks in the community and how information flows within them. Learn who the leaders are and get to know them.
- Meet regularly with Tribal, State and local governments.

- Learn about regional and national interest groups who could be interested in your efforts and meet with them regularly. What are their goals and interests, both locally and nationally?
- Answer phone and e-mail inquiries promptly.
- Use a neutral facilitator for controversial and complex issues.

Work at an appropriate scale

Scales of collaborative efforts vary widely. Selecting the appropriate scale for a particular community must match the ecological concern, community's values, and sense of place. The scale may be larger or smaller than we assume based on a scientific perspective.

Empower the group

Empowering a community group does not mean giving up decision making authority. Agency personnel must be absolutely clear about the laws, regulations, and policies at play so the collaborative solution falls within acceptable legal parameters.

- Never empower people and then take that power away. It will take years to rebuild the trust.
- Agency staff must be willing to give up control of the process and participate as partners. In collaborative processes, the agency's role shifts from convener and manager to information provider, contributor, and partner.
- The collaborative group should define its own decisionmaking processes and establish its own ground rules. These discussions should include how to dissolve the partnership (if and when appropriate), how to benchmark the partnership, and how to measure the success of the partnership.
- It is imperative that the agency set clearly defined sideboards.

At this point, concerns about the Federal Advisory Committee Act (FACA) are frequently brought up. There are several recommended approaches to collaboration consistent with FACA (see the BLM's Federal Advisory Committee Act Guidebook).

Share the resources and rewards

Collaborative groups must have access to the information they need to make successful decisions. This includes scientific, legal, cultural, and socio-economic information.

- Cast a broad net for outside information and data.
- Share information and data available to the agency.
- Celebrate even small success and recognize those who have contributed to that success.
- Build internal support

Gaining support from all levels of the agency as well as partner organizations, both horizontally and vertically, is important to assure that local decisions developed with partners are sustained at

higher management levels and to assure budget support. Stay in close communication with Field, State, and Washington Office leadership and staff.

8. WHAT ARE THE ELEMENTS OF A SUCCESSFUL COLLABORATION?

In addition to the seven guiding principles of collaboration, a successful collaboration will generally have the following elements:

- Meetings and communications are open, accessible, respectful, and all sides are heard.
- Progress and outcomes are tangible and measurable.
- All stakeholders are at the table, with all goals addressed.
- Keep the group focused on the goals they share, not the issues that divide.
- All needed skills and abilities (including leadership and decision making) are brought into the mix, with training provided as needed.
- Expectations and mission are clear.
- Scale and scope are appropriate.
- Legal and process sideboards for participation are clearly defined early on.
- A safe environment lets people express controversial opinions.
- Flexibility and adaptability keep the group prepared for changes and unexpected consequences.
- There is commitment to Best Management Practices used in the group process.
- Large and small successes are rewarded, recognized, and celebrated.

9. HOW DOES COLLABORATION RELATE TO THE FEDERAL ADVISORY COMMITTEE ACT (FACA)?

Congress passed the Federal Advisory Committee Act (FACA) in 1972 to create an orderly procedure by which Federal agencies may seek advice and assistance from citizens and experts. The Federal Advisory Committee Act aims to ensure that agency officials make policy decisions in open, deliberative processes rather than behind closed doors with undue influence by select stakeholders. For more information, consult the BLM's Federal Advisory Committee Act Guidebook: [http://www.blm.gov/publications/adr/ADR-Federal Advisory Committee Act Brochure.pdf](http://www.blm.gov/publications/adr/ADR-Federal%20Advisory%20Committee%20Act%20Brochure.pdf)

10. HOW DO YOU CHOOSE THE RIGHT APPROACH FOR EFFECTIVE COLLABORATION AND CAPACITY BUILDING?

There is no one right way to collaborate. It is important to understand that there are limitations to collaborative approaches. The goal of a collaborative process is not necessarily to achieve consensus. The goal of collaboration is often to allow different groups the opportunity to meet and communicate on equal footing. Collaboration helps to build and maintain an environment among all participants in which trust can be developed and maintained. The more trust and understanding that is built with the community, the easier it will be to make decisions that have community support.

Not every project will require or be conducive to collaboration.

Managers must select the level of public participation and/or involvement appropriate to individual project needs, potential impacts, and stakeholder needs and expectations. See the Methods Matrix and the Association for Public Participation IAP 2 Public Participation Spectrum in the Appendix.

Assess and understand the situation

What is the nature of the conflict? Is the issue about information (grazing is/is not having a negative impact on the local stream) or about values (grazing is/is not an appropriate use of public lands)? What is the history of the situation? What set the stage for the conflict? You can do your own assessment using a model described by the International Association for Public Participation titled How to Conduct a Situation Assessment, or contact one of numerous organizations that do conflict assessment (see Resources Section).

Consider collaboration if:

- The problem is beyond the ability of a single individual or group to handle.
- The issues are appropriate:
 - a. The identified problem is not so controversial or divisive that stake-stakeholders cannot at least reasonably discuss it in the current circumstances;
 - b. There is general agreement both about the nature of the problem and the means of solution, but for some reason the needed actions have not been taken;
 - c. There is general agreement that a problem exists, but there are uncertainties or differences of opinion about how it should be addressed; and
 - d. Although dialogue and debate are critical to the collaborative process, it is also important that the group takes constructive action, rather than just focus on the verbal discussions.
- The time is right:
 - a. Certain events can generate a need for collaborative action (required revision of a resource management plan);
 - b. An issue too hot to handle in the past finally becomes ripe for collaborative problem solving; or you bring in a skilled facilitator or mediator to deal with the contentious issues.
 - c. A new shared concern can bring people together; and
 - d. Changes in government policies, changes in community or organizational leadership, and demographic shifts in the community may open the doors for collaboration.
- Most or all key people/organizations are willing to come to the table.

(Material reprinted from Red Lodge Clearinghouse: The Collaboration Handbook.)
<http://www.redlodgclearinghouse.org/resources/handbook.html>

Design capacity building efforts to encourage collaborative relationships and help people succeed.

What are the skills needed to develop a successful collaboration both in the agency and the community? There are numerous resources available to build these skills (See Resources Section).

Build community understanding and enhance technical capabilities.

- Build shared understanding of resource conditions, the biophysical problems to be solved, the social/economic factors, the legal and regulatory issues, and the history and culture of the area. Have workshops built around these issues. Bring in experts from both within and outside of the agency. The Sonoran Institute's Economic Profile System and the BLM Joint Fact Finding training both focus on getting understanding and agreement on controversial topics.
- Most importantly, do not wait for a project or conflict to get to know your community. Meet with stakeholders to listen and learn. In times of decreasing budgets and increasing workloads, our stakeholders are a great asset.
- Maintain an open and inclusive process that involves the full range of outlooks and values about public lands.
- Encourage broad participation.
- Ensure a level playing field. Real collaboration is not possible if one group holds substantially more power than another.
- Build linkages beyond the local community. These linkages can garner important financial and technical assistance for collaborative efforts.
- Meet or exceed existing rangeland health standards.
- Build on local leadership. The most effective collaborations are initiated and led by local residents who are able to foster a shared sense of ownership and responsibility among all participants.
- Build a community's capacity for collaboration and stewardship by developing the skills, education and experience among residents to grapple with change.
- Focus on the opportunities that others may see as crisis. This may lead to action, thereby motivating people to seek an alternative approach to problem solving.
- Engage agency personnel who can provide important technical assistance as well as information on existing public land laws and regulations.

(Material reprinted from Beyond the Hundredth Meeting: A Field Guide to Collaborative Conservation on the West's Public Lands, Sonoran Institute, 1999)
<http://www.sonoran.org/index.html>

11. WHAT ARE SOME OF THE DIFFICULTIES YOU MAY ENCOUNTER USING A COLLABORATIVE PROCESS?

Collaboration brings together people from diverse, often antagonistic, interests and perspectives to try to resolve complex and controversial natural resource related issues. It would be surprising if you did not have occasional difficulties. The most common challenges arise from two sources – the process and the people who are trying to make it work. The collaborative process is demanding. It is not always easy to be open, inclusive, transparent, frank, civil, and patient. Some elements of the collaborative process are particularly challenging:

Process challenges

- **Time.** Collaboration takes time. When we do an effective job of collaboration, it will take more time upfront but less time to implement a decision or project and will have greater community support. In areas where good community relationships exist, it will take less time to reach agreement and implement a decision or project. When the BLM has time constraints, we need to share those early-on with participants.

All parties need to commit to meeting timelines. A plan and a written agreement need to be developed early to address group members who missed meetings, for new members, and for dealing with outside parties to whom we need to provide information and other resources.

- **Facilitation.** The need for a facilitator should be determined as part of the assessment process and should be based on the issues and group dynamics. A facilitation problem exists if discussions at your meetings frequently wander off track, get acrimonious, seem to head nowhere, or are dominated by a few people.
- **Information.** How much information is enough? You need to be well informed, remain open to new input, and gather enough information to make the necessary decision(s). Having a well-designed monitoring and evaluation process, or starting implementation on a limited basis using adaptive management can help.
- **Decisionmaking.** One of the key ingredients of collaboration is an agreed-upon way to make decisions. The group should have settled on its methodology early in the process. Providing advance notice when an important decision will be made can help forestall re-visiting a decision even when a member was not present at the decision-making meeting. If a group is unable to reach a decision on a particular issue, you may need to set the decision aside for a while and pursue other avenues of agreement.
- **Unrealistic or unfulfilled expectations.** One of the most frustrating experiences for a collaborative group is to find its ability to implement proposed solutions constrained or blocked by another individual's or organization's actions. Early discussions can help the group build a realistic timeline for project implementation or other expectations. This may require a skilled facilitator or mediator.

Collaboratively-developed solutions are frequently innovative and occasionally bring about major shifts in long-established (but no longer adequate) laws, policies, or procedures. The collaborative team and the decision maker(s) need to stay in close communication from day one. Potential problems should be laid on the table as soon as they surface.

People challenges. Broad, active stakeholder involvement in your work is highly desirable. Attention needs to be devoted to group dynamics.

- **Action people.** Action-oriented people are often anxious to cut to the chase and may be frustrated by the time required for collaboration. A clear explanation of the collaborative process should be part of all participant recruitment/briefing sessions. Action people and process people alike need to see that their involvement is producing concrete results. The group may want to undertake some hands-on-work on demonstration projects while a long-term strategy is being crafted.
- **Tunnel Vision.** Some people are unwilling to give credence to any proposed solution except their own. It is important to acknowledge and address the participants' general concerns and/or desired outcomes (interests) as opposed to the specific prescription (position).
- **Preconceptions and attitudes.** Every individual brings a history and a point of view to the table that is shaped by their experience. Follow ground rules for active listening, and deal with fellow participants as individuals.
- **Changes in players.** One of the biggest challenges to a collaborative process is the departure of a key participant(s). Not only agency members change. Business people get transferred. Parents need to spend more time at home. A wise group plans ahead, ensuring that departing members go through a formal transition process in order to maintain continuity. The wise group also actively recruits and trains new members. Develop a comprehensive orientation packet for members.
- **Changes from the outside.** Appeals and litigation of the project(s) you are working on may come from people who don't agree with your approach and/or your solutions. To the extent you are aware of their concerns, you may be able to address those points in your deliberations.

(Material reprinted from the Red Lodge Clearinghouse: The Collaboration Handbook)
<http://www.redlodgclearinghouse.org/resources/handbook.html>

12. HOW DO YOU EVALUATE A COLLABORATIVE PROCESS?

Conditions

- Shared substantive environmental needs/objectives.

- Appropriate partners identified.
- Leadership commitment.
- Proposed collaboration consistent with agency missions and relevant legal authorities.
- Adequate resources available to initiate partnership (with potential for garnering future resources); can be a combination of public and private.

Process Dynamics

- Group norms established and followed.
- Relevant (high quality and trusted) information assembled, analyzed, and shared.
- Partners effectively communicating and engaged.
- Jointly defined work/strategic plan developed.
- Shared responsibility and risk (reciprocity and trust) developed and maintained.

Intermediate Outcomes

Ongoing commitment to attaining shared objectives

- Number of years the collaborative effort has been in existence.
- Group continuing to meet on a regular basis.
- Group time (Federal and non-Federal) dedicated annually.
- Current work plan in effect.

Group Capacity for effective engagement improved

- Shared governance (decision making) structure in place.
- Communication mechanism being used.
- Percent of milestones/objectives met in annual partnership work plan.

Leverage of needed resources (funds, skills, time, leadership) for implementation

- Diverse funding and project support base sustained.
- Percent of resource requirements garnered by group to achieve annual partnership work plan products.
- Quality of interim outcomes enhanced by local knowledge, special skills, and/or other project specific resources otherwise inaccessible.
- Strategy to secure needed future resources being carried out.

Conflicts/impasses/challenges managed effectively

- Procedures in place for resolving conflicts or differences.
- Group agrees on which challenges to address.
- Challenges to process identified and addressed, not avoided.
- Time spent on addressing conflicts reduced.

First, these outcomes are articulated from the shared partners' perspective. They can then be developed specifically from the agency perspective (at individual, project and program level).

Long-Term Outcomes and Impacts

Substantive environmental/natural resource improvements/results realized

- Amount (acres, stream miles, habitat, etc.) of resources improved/reclaimed/restored.
- Amount (acres, stream miles, habitat, etc.) of resources protected and conserved.
- Amount (acres, stream miles, habitat, etc.) monitored by third party monitoring.
- Increase in services/ amenities provided.
- Education in impacts/provisions of mitigation/management of resource use/extraction.
- Group adding value by increasing level of achievement by X percent over individual capacity.

Capacity built for future joint problem solving/social capital

- Degree to which partnership is recognized as community resource for future problem solving.
- Capacity of partners to collaborate and solve future problems endures.
- Increased communication network helps people identify and address issues before they escalate into problems.

13. HOW DO YOU INCORPORATE COLLABORATION INTO THE PLANNING PROCESS?

“Bureaus should establish a network of communication with the diverse interest groups that represent the community affected by a proposed project.”

Environmental Systems Memorandum, p. 3-7

Many of the following practices are repeated from the first section but are applied to specific steps in the planning process.

What are the outcomes of collaborative planning?

There are three outcomes of collaborative planning: working relationships, shared plans, and healthy lands and communities. These outcomes, resulting from the application of principles and best practices, are complimentary, evolving, and provide benchmarks of success.

The working relationships are:

- **Robust**, involving increased trust, group testimony supporting process and decisions, and long-term solutions to problem;
- **Diverse**, including continued constructive involvement from all interested parties with constant recruitment for growth of the group;

- **Legitimate**, as evidenced by vertical and horizontal support for the process and its outcomes; and
- **Mutually beneficial and empowering**, as evidenced by better decisions, improved morale, enthusiasm, support, and ownership.

What are some characteristics of collaborative plans?

- A shared vision for the future of the land and the community;
- A shared understanding of socio-economic and environmental conditions, trends and thresholds;
- Shared strategies for achieving the vision;
- Tracking progress, and making adjustments in response to new information;
- Shared commitment of resources to implement the strategy;
- The land is healthy, resource uses are sustainable, and the community is resilient and prosperous;
- Healthy ecosystems are socially, economically, and biologically diverse; and
- Goals and indicators of diversity are being met as specified in the plan.

What are some Best Management Practices of collaboration in planning?

The BLM must be a part of the community and developing relationships is an essential part of this. One of our roles in the BLM should be to represent the community, to listen to the community's needs, and to understand that everyone has valuable expertise to offer. The BLM needs to be clear on why there is a need for a plan or a project, to ask what the community, other organizations, and our organization needs, and then to be willing to adjust BLM expectations accordingly.

This section explores some ideas of how to do better collaboration – before a planning process starts, during a planning process, and after a Record of Decision is signed and implementation and monitoring begins. Several suggestions, techniques, and case studies are provided. They will not all work for any office or project or planning process, but there should be some that will work and others that can be improved upon.

What are some pre-planning Best Management Practices?

1. Build coalitions to support the intent and need to plan – internally and externally.

- Assume you need to build both internal (BLM) and external support. Treat your internal BLM colleagues as you would the external participants – collaborate on developing a shared vision of what the plan can do, respect the different cultures, and take the time to get to know your colleagues and understand their needs.
- Explore the need to plan with resource specialists, planners, public affairs, Field Managers, State Office program leads, State Directors, and Washington Office Division Chiefs. Identify their concerns, opportunities, and potential benefits.
- Explore planning with Native American Tribes in a variety of ways and places that are most socially appropriate to meet them. Learn what is important to them, and develop

relationships that will carry into the planning process. Negotiate with the Tribes on how to define and implement consultation requirements.

- Explore opportunities with Federal, Tribal, State, and local agencies for coordinating activities and plans across the landscape.
- Contact communities, elected officials, and regional and national interest groups in a variety of ways and places that are most socially appropriate to meet them. Learn what is important to them, and develop relationships that will carry into the planning process.
- Use respectful, neutral, and positive language. How you say things is as important as what you are saying. Avoid terminology that divides participants into different interest groups.
- The methods that are appropriate vary with each community. Be creative in identifying what will work for you and the community. The following are some methods that have worked in communities around the country. Don't be intimidated by the size of this list – they all have the same theme which is getting to know people. Pick one or more methods to get started and many of the rest will occur naturally as you get to know the communities:
 - a. Get in the habit of asking, “Who else should I talk to?” and, “Where else should I go to meet people?”
 - b. Ask the community to invite other participants.
 - c. Be visible in the community and in the field when and where there is significant public use.
 - d. Make sure people know where you will be and when you will be there.
 - e. If you do not speak the language of the community, bring someone who does. Ask members of the community to join you, translate for you, and introduce you to other members. Try to learn a few words (“Hello, my name is ____, what is yours?”, “Thank you”, etc.) in every language you are likely to encounter.
 - f. Go where people naturally meet and communicate – coffee shops, rodeos, churches, schools, etc.
 - g. Contact organizations that represent user and interest groups.
 - h. Participate in organization, agency, and government meetings you are invited to.
 - i. Ask people what they want to get out of the process and how they would like to be involved.
 - j. Look for people who could take leadership roles.
 - k. Ask people how they use and value the land.
 - l. Use face-to-face meetings as often as possible.
 - m. Go to lunch with your biggest critics. Visit them on their “turf” where they will feel comfortable.
 - n. Take the time to learn the culture of the communities and organizations with whom you are working. Work with them in the ways that are comfortable and best suited to them.
 - o. It is never too early to go on field trips. Make a special effort to invite distant groups and officials not in the immediate area.
 - p. Use potlucks and other social situations to develop relationships.
 - q. Go to schools and use environmental education opportunities - kids bring information back to their parents.

- r. Answer every phone call within 24 hours - even if it is just to say, "I'll get back with you tomorrow."
- s. Send newsletters, e-mails, use websites, and other methods to continuously and regularly share information - make every effort to be transparent and open in all actions you take.
- t. Ask local representatives to help you keep regional and national organizations informed, and offer to provide briefings and field trips when regional and national representatives are available.
- u. Ask elected officials how they would like to be involved in the process. Keep them informed of what is going on, using whatever methods work best for them.
- v. Some communities may be a greater challenge to engage than others but these same methods can work.
- w. Urban communities: In large urban communities, some of the methods that have worked best include reaching out to organized groups and spending a day on the weekend hanging out at popular recreation sites. In urban communities, it is especially important to ask "Who else should I talk to?" and "Where else should I go to meet people?"

Inside the BLM: Spend time getting to know the other levels of the organization in the same way you would members of local communities. Do not assume they know what you are doing or why; take the time to explain. Spend a day or more in the State Office. Invite the State and Washington Office personnel on field trips and to public meetings. Get to know the culture of other offices so you can identify how best to engage them and show them the benefits of collaboration. Ask State Office program leads to help engage Washington Office program leads. Ask the State Office to help engage regional organizations and the Washington Office to help engage national organizations.

National groups: Remember that you need to reach out not only to local communities but to regional and national communities as well. To the greatest extent possible use personal, informal communication, either face-to-face conversations or phone calls. Newsletters, e-mails, websites, and briefings are also helpful. Take advantage of other levels of the organization and other participants to engage these more distant groups.

2. Build capacity to plan so people are best able to participate and gain ownership.

- Ask people what they need to maximize participation in shortest amount of time.
- Provide training opportunities that will further collaborative skills for all participants. For example, use the "Learning Communities" and "Community-based Partnership" courses from the Partnership Series. You can find out more information about these through the National Training Center at www.ntc.blm.gov.
- Identify budget needs across groups – use the BLM budget system internally to identify budget and labor needs in all programs. Always justify your needs – do not assume the other levels of the organization know what you are doing and why.
- Work with participants to identify other funding sources and ways to leverage resources including in-kind contributions.

- Work with participants to develop a planning strategy that identifies and discusses personnel, budget, schedule, training, sideboards, benefits (both to the BLM and other participants), and other capacity-building needs.
- Go on “details” (temporary job assignments) to other agencies at Federal, regional, State, and local levels to assist with joint efforts.
- Bring in experts from government and non-government sources to discuss biophysical, socio-economic, historical and cultural aspects of the planning area.
- Talk about the legal issues, the National Environmental Policy Act, the Endangered Species Act, the Federal Advisory Committee Act, etc.

3. Develop an expectation of how you will work with people throughout the planning process.

- Develop an expectation that the planning effort will provide a framework to talk about issues and interests, not positions. Oftentimes, a neutral third party or facilitator can best help participants (including the BLM employees) let go of their “positions” and gain flexibility in talking about the issues.
- Create an environment that allows people to learn about the issues and about working with each other.
- Model the types of behavior (trust, honesty, and openness) that you expect to carry out throughout the plan.
- Explore how the participants will benefit by working with the BLM, not just how we will benefit.
- Engage in small projects, volunteer opportunities, or service projects to build a pattern of success and trust. Celebrate these successes.

What are some Best Management Practices in developing Planning Criteria?

The BLM’s planning regulations require development of planning criteria, and require the planning criteria be available for public comment. Planning criteria guide the collection and use of data, the analysis of the existing management situation, and the design, formulation, and the effects of the alternatives. It can include legal sideboards, agency guidance, and principles of public participation. When developed collaboratively, planning criteria can be a useful tool to promote mutual understanding of the BLM’s and its partners’ requirements and flexibilities.

1. Develop and/or define sideboards (legal and process) early in the process.

- For each agency involved in a planning process, write up a 1-page description of its mission, legal sideboards, and references to legal authorities (such as the Federal Land Policy and Management Act or the BLM’s planning regulations and handbook) for further information. Have these available when new participants join the process.
- Discuss each participant’s (agency, Tribal, organization, and individual) interests, rather than positions, and document them so they can be referred to throughout the process.

2. Recognize and document requirements and legal mandates of agencies and Native American Tribes.

- The Endangered Species Act requirements.
- The BLM's requirements in the Federal Land Policy and Management Act (FLPMA) to keep apprised of State, local, and Tribal land-use plans; to assist in resolving inconsistencies between Federal and non-Federal government plans to the maximum extent consistent with Federal law; and to provide for meaningful public involvement of State and local government officials in the development of land-use decisions for public lands.
- The BLM's requirement to retain ultimate "decision-making" authority.
- Federal – Indian trust responsibilities.

What are some Best Management Practices for planning/scoping?

1. Identify and work with different cultures in the planning area to define their areas of concern. Include their social and economic concerns in addition to traditional resource-related issues.

- Continue using methods that have been successful in engaging the participants.
- Ask community leaders (both elected and informal) to invite players to the table.
- Ask participants who else the BLM should talk with.
- Take your biggest critics to lunch and listen to their concerns.
- Call participants to invite them to formal/informal meetings.
- Actively seek and respond to community invitations to attend organization, agency, and user-group meetings. Get on their agendas; go to them instead of asking them to come to us.
- Pursue having others be advocates for the process, invite participants to meetings, hold meetings, etc.

2. Identify people and groups with issues and include them throughout the process.

- The Environmental Protection Agency is legally responsible for implementing the Clean Air Act and the Clean Water Act.
- The U.S. Fish and Wildlife Service and National Marine Fisheries Service are legally responsible for implementing the Endangered Species Act.
- County and city leaders have an interest in community health and sustainability.
- The BLM has a legal trust responsibility to federally recognized Tribes.
- Ask community leaders to help identify people, groups, and issues.
- Consider contractors developing the plan to be an extension of the BLM staff. Incorporate them into the public process.

3. Use multiple learning formats in meetings.

- Hold open houses for those who prefer one-on-one interactions.

- Hold large-group meetings for those who want others to hear their opinions.
- Hold workshops when trying to complete a project.
- Attend informal gatherings for relationship building.
- Include bullets for “bottom-line” learners, graphics for visual learners, discussions for audio learners, and provide background data for technical people.
- Ask participants to specify locations and times of meetings and workshops.
- Hold meetings in the field.
- Adjust employees’ work schedules so they can attend evening and weekend meetings, workshops, and gatherings.
- Employ facilitated-meeting strategies when appropriate (facilitator, note taker, and possibly an unidentified observer).

What are some Best Management Practices for formulating alternatives?

- Begin by **collaboratively developing a vision** for the resource management plan. Reach tentative agreement on the vision, circulate it widely using various methods discussed previously, and be willing to tweak the vision as the process progresses.
- Then **collaboratively develop goals** that would be common across the alternatives. Be sure to consider socio-economic goals as well as resource goals. Circulate these goals widely.
- Then **collaboratively develop themes for the alternatives**. A theme is the “general flavor” of an alternative. This would include a short (less than 1 page) description of management emphases and priorities. For example: Alternative X would focus on restoring certain ecosystems, maintaining healthy ecosystems, protecting important fish and wildlife habitats, providing for social and economic needs of people and cultures (such as by prioritizing restoration activities near isolated, resource-dependent communities), and reducing risks to natural resources from natural disturbances (such as from catastrophic wildfire and noxious weed invasion.)
- Finally, **development of alternatives** should be much easier with vision, goals, and themes developed early on. It is far more productive to work with people’s interests rather than their positions in this process.
- Collaboratively develop a process to provide for adaptive management.
- Consider a community alternative.

What are some Best Management Practices for conducting an Analysis of the Management Situation?

- Use the public process to define the questions that need to be answered, and then ask for help in gathering the data. (For example, State and local agencies may have vital economic information, or Tribes may have detailed fish habitat maps.)
- Ask participants to provide information to assist in dealing with issues. (For example, a rancher who has been in an area for many years may have important information regarding juniper encroachment in an area.)
- Ask participants to identify specific areas of concern on maps.

- Use diverse public teams to help ground truth information on which to build a plan. (For example, go out in the field with a map and ask the public to identify and prioritize their access needs by drawing it on the map.)
- Work with communities to identify future trends from their perspectives.
- Share information needed to allow participants to properly participate in the process. (For example, share computer models, data, and analysis outputs with the public. Allow them to run their own scenarios using the model.)
- This is a good place to initiate Joint Fact Finding.

What are some Best Management Practices for estimating the effects of alternatives?

- Use participants to “peer review” preliminary effects of the alternatives.
- Discuss preliminary effects of the alternatives with the public, and then brainstorm ways to mitigate the effects. Modify one or more alternatives to incorporate some of the ideas.

What are some Best Management Practices for selecting the Preferred Alternative?

- Make it clear at the beginning of any meeting that you will be discussing a Preferred Alternative, and what the expectations and sideboards are regarding selection of the Preferred Alternative. What is the BLM’s role, and what are the meeting participants’ roles? What is the BLM’s legal authority regarding selecting the Preferred Alternative? What are the requirements of the Federal Advisory Committee Act (refer to Question 11 in the front section of this Desk Guide)?
- Hold a series of meetings to listen the public’s ideas for a Preferred Alternative.
- Hold workshops with the BLM’s cooperating agency partners (local, State, and other Federal agencies, and Tribes) to develop or discuss the selection of the Preferred Alternative. Be sure to discuss any inconsistencies with their plans and what actions, if any, should be taken.

What are some Best Management Practices for issuing the Resource Management Plan/ Environmental Impact Statement?

- Empower partners to help with the “rollout” of the resource management plan.
- Encourage groups to host public meetings and/or field trips on the draft plan.

What are some Best Management Practices to use to resolve protests?

- If collaboration has occurred throughout the planning process, one of the benefits should be a reduction in the amount of protests. If protests are received, consider sitting down with the person or group protesting to understand their concerns and discuss a course of action.
- Consider Alternative Dispute Resolution if issues cannot be resolved.

Approve final Resource Management Plan/issue Record of Decision

- This is another opportunity to empower partners to help “rollout” the final plan and begin implementation. (Note: if part of the plan is under protest, the rest can still be finalized so the participants can continue to move forward with implementation.)

What are some Best Management Practices for implementing the plan?

1. Continue to involve participants in the planning and resource management; ensure they have shared responsibility for implementation and monitoring.

- Ask participants to help develop a monitoring (third party monitoring) and implementation strategy. Include a work plan that participants agree on. Include roles and responsibilities they will be accountable for during implementation. This can be done as part of the alternative development.
- Ask participants to help develop a strategy for dealing with changes in leadership in agencies and communities. Discuss how to bring in new players and get their commitment.
- Ask participants to bring along others they think should be involved. Continue to look for and involve newly interested parties, volunteer groups, and advocacy groups.
- Ask participants to help with monitoring and implementing the plan - Resource Advisory Councils, industry, stewardship groups, and school science classes, etc.
- Sponsor field trips where everyone is encouraged to bring food (food often brings people together). By going to the field, people see the same piece of land at the same time and can discuss and solve problems together. Have participants conduct the field tours. For examples, see the Trout Creek Working Group: <http://www.redlodgeclearinghouse.org/stories/troutcreek.html>; the Ponderosa Pine Partnership: <http://ocs.fortlewis.edu/Pubns/ppfp.pdf> ; and the Empire Ranch: http://www.quiviracoalition.org/documents/06_99-stewardship.html
- Provide information gathered from monitoring to community and organizational newsletters.
- Continue to use the methods identified previously to connect with the community. Be available for one-on-one conversations of lessons learned, to hear about new issues, and to talk about what comes next. Let participants know where and when you will be there.
- Work with participants to identify the need for change based on monitoring and adaptive management. Describe the reasons for adjustments in the management actions, the method of measuring/monitoring the plan, etc.
- Do not blame others when things go wrong. For example, when the management action did not result in the expected outcome, recognize it as an opportunity to collectively learn and do it better next time.

2. Celebrate successes.

- Host a cookout or a party, or distribute a memento (for example, mugs, t-shirts, etc.) of the project/process, and develop a logo for the process.

- Post stories on the web: share lessons learned by posting vignettes on agency and organizational internet sites.
- Sponsor a workshop or make a video to discuss lessons learned.
- Have non-agency representatives of the planning process tell their stories to elected representatives, agency leads, and constituents.
- Provide a list of lessons learned or story of successes achieved to community and organizational newsletters.

14. RESOURCES

A Desktop Reference Guide to Collaborative, Community-Based Planning, a collaborative project between the BLM and the Sonoran Institute, April 2000.

Beyond the Hundredth Meeting: A Field Guide to Collaborative Conservation on the West's Public Lands, Barb Cestero. A Publication of the Sonoran Institute, April 1999.

The Collaboration Handbook, Carol Daly. A publication of the Red Lodge Clearinghouse.

Collaboration and Conservation: Lessons learned from National Park Service areas in the Western United States. A Report on the March 2003 Workshop convened for the National Park Service by the Conservation Study Institute and QLF/Atlantic Center for the Environment.

Collaboration: A Guide for Environmental Advocates. A publication of the University of Virginia's Institute for Environmental Negotiation, The Wilderness Society, and the National Audubon Society, June 2001.

Training

The BLM's National Training Center Partnership Series, www.ntc.blm.gov.
Public Policy Research Institute, matt@umtpri.org
Consensus Building Institute, <http://cbuilding.org>

Assessment/Facilitators/Mediators/Conveners

U.S. Institute for Environmental Conflict Resolution
130 S. Scott Ave.
Tucson, AZ 85701
Phone: (520) 670-5299
Fax: (520) 670-5530
usiecr@ecr.gov

The 1998 Environmental Policy and Conflict Resolution Act ([P.L. 105-156](#)) created the U.S. Institute for Environmental Conflict Resolution to assist parties in resolving environmental conflicts around the country that involve Federal agencies or interests. The Institute provides a

neutral place inside the Federal government but "outside the Beltway" where public and private interests can reach common ground. Its primary objectives are to:

- Resolve Federal environmental, natural resources, and public lands disputes in a timely and constructive manner through assisted negotiation and mediation
- Increase the appropriate use of environmental conflict resolution (ECR) in general and improve the ability of Federal agencies and other interested parties to engage in ECR effectively
- Engage in and promote collaborative problem-solving and consensus-building during the design and implementation of Federal environmental policies to prevent and reduce the incidence of future environmental disputes

Sonoran Institute, Main Office

7650 E. Broadway, Suite 203
Tucson, AZ 85710
Phone: (520) 290-0828
Fax: (520) 290-0969
Email: sonoran@sonoran.org

The Sonoran Institute works with communities to conserve and restore important natural landscapes in western North America, including the wildlife and cultural values of these lands. The Institute's efforts create lasting benefits, including healthy landscapes and vibrant livable communities that embrace conservation as an integral element of their economies and quality of life.

Sonoran Institute, Northwest Office

201 S. Wallace, Suite B3C
Bozeman, MT 59715
Phone: (406) 587-7331
Fax: (406) 587-2027

Sonoran Institute, Phoenix Office

4835 East Cactus Road, Suite 270
Scottsdale, AZ 85254
Phone: (602) 393-4310
Fax: (602) 393-4319

National Policy Consensus Institute

Portland State University
720 Urban Center
506 SW Mill St.
P.O. Box 751
Portland, OR 97201
Phone: (503) 725-9077

The National Policy Consensus Institute develops collaborative governance systems that enable state leaders to achieve better solutions to complex issues. This group is a good source when working with State government.

Policy Consensus Initiative

Sustainable Northwest
620 SW Main, Suite 112
Portland, OR 97205
Phone: (503) 221-6911
Fax: (503) 221-4495
Email: info@sustainablenorthwest.org

The Policy Consensus Initiative Sustainable Northwest forms partnerships with communities and enterprises to achieve economic, ecological, and community vitality and resilience.

Public Policy Resource Institute

The University of Montana
516 N. Park Avenue
Helena, MT 59601
Phone: (406) 457-8475
matt@umtpri.org

The Public Policy Research Institute promotes sustainable communities and landscapes through public processes that are inclusive, informed, and deliberative.

Consensus Building Institute (CBI)

238 Main Street, Suite 400
Cambridge, MA 02142
Phone: (617) 492-1414
<http://cbuilding.org>

CBI improves the way leaders, advocates, experts and communities make public and organizational decisions. The group uses innovative strategies to engage diverse stakeholders, identify shared goals, manage conflicting interests, achieve joint gains, and build productive working relationships. It works with government agencies, community groups, businesses, advocacy organizations, researchers and educators.

Red Lodge Clearinghouse

32 South Ewing, Suite 326
Helena, Montana 59601
Phone: (888) 495-0757
Fax: (406) 495-1074
contactus@redlodgeclearinghouse.org

The mission of the Red Lodge Clearinghouse is to support, nurture and connect collaborative natural resource groups.

The DOI Office of Collaborative Action and Dispute Resolution
www.doi.gov/cadr

The BLM Office of Collaborative Action and Dispute Resolution
www.blm.gov/adr/FY06PTA.pdf

Executive Liaison for Citizen Stewardship and Adaptive Management
Richard Whitley
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The BLM National Partnership Office
Helene Aarons
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The National Riparian Service Team
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Phone: (503) 808-2987
<http://www.or.blm.gov/nrst>

The National Riparian Service Team and its extended network work with communities and stakeholder groups to increase their ability to confront and manage conflict, and foster collaborative decision-making concerning riparian resource issues.

"To succeed, we will need to create a new approach to environmentalism, a collaborative approach that is more productive and less contentious than the prescriptive framework of the past that has brought us far but not far enough."

Department of the Interior Strategic Plan, p. 15

Acknowledgement

This guidebook has relied heavily on the work done by the Sonoran Institute and the Bureau of Land Management staffs that developed the "The Desk Guide to Collaborative Community Based Planning" and "Draft Bureau of Land Management Collaboration Land Use Planning Philosophy and Guidelines." We would also like to thank those whose comments were so valuable in keeping this grounded in reality.

APPENDIX

Methods Matrix; material adapted from Forest Service’s 3 PM [public participation principles and methods] training:

	Relationship Building	Inform	Involve	Problem Solve	Consensus	See project as they do	Identify Solutions	Identify Problems	Depolarize	Evaluate
1. MEETINGS										
Working meeting – small groups to focus on agenda of work without resolving problems.	X	X	X	X			X	X	X	
‘Open’ meeting – like a working meeting but with an audience observing.		X				X		X		
Forum – informal sessions to air certain issues, hear different points of view, and shed light on a subject.	X	X				X		X		
Public meeting – open meeting to inform the public about a subject or to solicit comments.						X	X	X		
Open house – informal meeting utilizing information stations for explaining a topic and for informed discussion with the public.	X	X	X	X		X	X	X		
Brainstorming session – session for gathering many comments and ideas without any value judgments.						X	X	X		
Sunshine meeting – administrators do everything in their power to have the public understand their work as they do it e.g., updates, progress reports	X	X						X		
Internal family meeting – meeting with employees for information sharing	X	X								
Internal family meeting – for building ownership and support	X	X	X	X			X	X	X	
2. GROUP INTERACTIONS										
Sounding boards – groups of people (citizens, employees, etc) for testing ideas	X		X			X	X	X		
Interest group coalitions – work out action plans to accomplish specific activities	X	X	X	X				X		
Consensus-building – facilitate diverse groups getting together to develop mutual solutions	X			X	X		X		X	
3. INFORMATION DISSEMINATION										
Producing materials (written, video, etc.) for internal communication		X								
Producing materials for release to the media		X								
Producing materials (written, video, etc.) for internal communication		X								

	Relationship Building	Inform	Involve	Problem Solve	Consensus	See project as they do	Identify Solutions	Identify Problems	Depolarize	Evaluate
Producing materials for release to the media		X								
Producing briefing papers for interested groups and officials		X								
Producing materials (written, video, newsletters) to keep organizations, interest groups informed		X								
Paid ads, legal notices			X							
4. DEVELOPING FULL RANGE OF CHOICES FOR WORKING WITH DIVERSE INTEREST GROUPS	X				X	X	X		X	
5. TAPPING INTO EXISTING NETWORKS, ORGANIZATIONS, AND INSTITUTIONS										
Employees	X	X	X			X				
Clubs, service groups, other organizations	X	X	X			X				
Tribal governments	X	X	X			X				
School systems	X	X	X			X				
County Commissioners	X	X	X			X				
State agencies	X	X	X			X				
Using other planned efforts to develop common messages and disseminate information, and to provide input to others' efforts	X	X	X	X			X	X		
6. ROVING AMBASSADOR (making contact with forest visitors at campgrounds, disseminate information, field information stations, etc.)	X	X				X				
7. EMPLOYING AN ADVOCATE OR INTERVENOR (one who advocates on behalf of an interest group)	X					X			X	
8. RUNNING TRAP-LINES (establishing regular schedule to touch base with interest groups, elected officials, agency officials, and opinion leaders)	X	X				X	X	X		
9. IDENTIFYING OPINION LEADERS (those who are listened to and whose counsel you trust; meet with and/or visit by phone as often as possible)	X	X				X	X	X		
10. FIELD INFORMATION STATIONS FOR INFORMATION DISSEMINATION		X								
11. REVIEWING AND MONITORING MEDIA (to learn about values, priorities, issues, and concerns of interest groups)						X		X		

	Relationship Building	Inform	Involve	Problem Solve	Consensus	See project as they do	Identify Solutions	Identify Problems	Depolarize	Evaluate
12. PARTNERSHIP BUILDING (using local citizens/organizations for projects meeting mutual objectives)	X			X	X	X	X		X	
13. ISSUES IDENTIFICATION (identifying emerging issues)						X	X	X		
14. CONFLICT MEDIATION (mediating conflicting interests to reach resolution)	X				X				X	
15. SENSING/SURVEYS										
Conducting public opinion poll/survey						X				X
Validity model for public involvement						X				X
Demographic/psychographic surveys						X				X
Public perception analysis (surveying public on perception of agency activities).						X				X
Collaborative social assessment projects						X				X
16. IDENTIFYING AND DEVELOPING A COMMUNITY OF INTEREST	X		X	X	X	X	X	X	X	
17. IDENTIFYING AND SEGMENTING PUBLIC AND GROUPS (identifying potentially affected interests)						X				
18. CITIZEN OVERSIGHT GROUP (key interests to review and focus on process and related concerns)	X	X		X		X	X	X		X
19. SEMINARS		X								
20. BROWN BAG LUNCH SERIES		X								
21. FIELD TRIPS/SHOW-ME TRIPS	X	X								
22. USING AUDIO-VISUAL MATERIALS (video, displays, etc.)		X								
23. COMMUNICATION										
Active listening, recording, and documentation	X	X	X	X	X	X	X	X	X	
Accessible language (lay terminology, Braille, TTY, bilingual)	X	X	X	X	X	X	X	X	X	

IAP2 Public Participation Spectrum

Developed by the International Association for Public Participation

INCREASING LEVEL OF PUBLIC IMPACT				
INFORM	CONSULT	INVOLVE	COLLABORATE	EMPOWER
Public Participation Goal:	Public Participation Goal:	Public Participation Goal:	Public Participation Goal:	Public Participation Goal:
To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities and/or solutions.	To obtain public feedback on analysis, alternatives and/or decisions.	To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.	To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.	To place final decision-making in the hands of the public.
Promise to the Public:	Promise to the Public:	Promise to the Public:	Promise to the Public:	Promise to the Public:
We will keep you informed.	We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision.	We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.	We will look to you for direct advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.	We will implement what you decide.
Example Techniques to Consider:	Example Techniques to Consider:	Example Techniques to Consider:	Example Techniques to Consider:	Example Techniques to Consider:
<ul style="list-style-type: none"> ● Fact sheets ● Web sites ● Open houses 	<ul style="list-style-type: none"> ● Public comment ● Focus groups ● Surveys ● Public meetings 	<ul style="list-style-type: none"> ● Workshops ● Deliberate polling 	<ul style="list-style-type: none"> ● Citizen Advisory Committees ● Consensus-building ● Participatory decision-making 	<ul style="list-style-type: none"> ● Citizen juries ● Ballots ● Delegated decisions