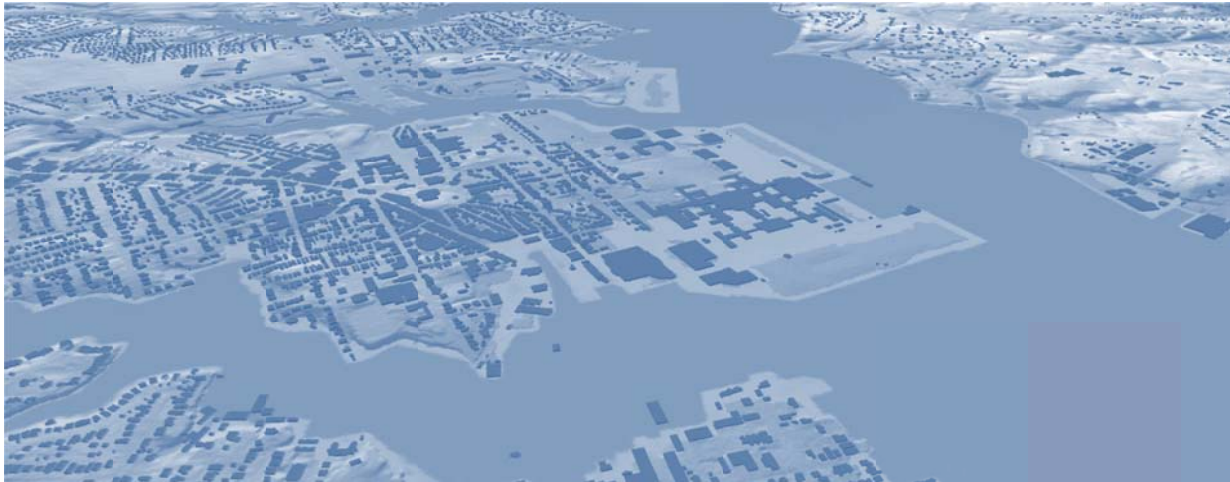


Exploring Community Preferences for the Policies of Tomorrow

# FUTURE COAST

Anne Arundel



## What Should Communities Do—or Not Do—about Coastal Flooding and Sea-Level Rise?

*Host Manual*

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# **FUTURE COAST CITIZEN'S DISCUSSION: ANNE ARUNDEL MANUAL**

## **WELCOME!**

...to the Future Coast Citizen's Discussion: Anne Arundel Manual. This manual will guide you through the process of organizing and hosting a citizen's discussion.

Future Coast specifically designed this manual for the Anne Arundel community. The supporting documents, Issue Book and Participant Guide, as well as the Sea-Level Data Viewer are all regarding the impact sea-level rise and coastal inundation may have on Anne Arundel County.

Future Coast's intent is to provide community groups in Anne Arundel County with the necessary tools, concepts, and processes to host and facilitate a Citizen's Discussion on the topic of sea-level rise and coastal inundation. In this manual, you will find information on the process of a Citizen's Discussion (deliberative dialogue), an explanation on how to use the Future Coast Citizen's Discussion materials, an example discussion agenda, effective skills and processes for facilitators, a facilitator training guide and the roles of scribes and observers of the discussion.

## **HOW TO USE THE CITIZENS' DISCUSSION MANUAL**

The Manual begins with an overview of the Citizens' Discussion's (deliberation) process and intent, which describes the why organizations would choose to use a deliberation, the process of deliberation, the host organization's team and their roles, and how to invite participants. The next section, Citizens' Discussion Materials, reviews the necessary materials for the discussion and the purpose and function of each. The following section focuses on the details of the forum's agenda and the reason for each agenda items. The Manual provides a Facilitation Guide, which is provides the path for a Citizens' Discussion from beginning to end. The Appendices offer extremely useful information on effective facilitation techniques, how to chart conversations, and a facilitator training module.

The Manual will help you gain a greater understanding of the Citizen's Discussion process and the role of the Facilitator. Please review each section carefully and be able

to respond to possible questions the participants may have.

## **A Citizens' Discussion's Process and Intent**

### **Future Coast: Deliberation as an Exploration of Policy Options & What It Means to Deliberate**

Citizens have been coming together to discuss community issues for thousands of years. The term “deliberation” — or as we call it here, “citizens’ discussion” — simply refers to the process of thinking through an issue using dialogue using logic and reason versus power to come to consensus on decision. In some cases, community deliberative sessions are paired with opinion surveys to assess the citizenry’s understanding and awareness of the issue prior to the deliberation and post-deliberation to gauge if there is an increase in knowledge.

The Future Coast model brings together a representative sample of community members in one location to learn about a current pressing issue, question expert panelists, and discuss solutions in small groups of fellow citizens. In this model, a survey is conducted with a representative sample of the community before the event, and the event participants – a subset of the initial random sample – are polled a second time afterward the Citizens’ Discussion.

As opposed to other types of small-group deliberation, the Citizen’s Discussion does not require that everyone agree to a shared decision regarding which policy preferences. The goal of the Citizens’ Discussion is to promote consideration of important community issues and the expression of a wide range of residents’ views. Following the Citizens’ Discussion, local officials and media are briefed on the community members’ policy preferences regarding the issue, and how the discussions influenced their consideration of policy responses.

## **Citizens' Discussion Team and Participants**

### *Citizens' Discussion Coordinator(s)*

The Citizens' Discussion Coordinator's (the process may require a team versus just one person) role is to organize the logistical aspects of the Citizens' Discussion such as inviting participants, locating a venue or space for the discussion, venue setup, participant registration process, assemble the necessary materials and supplies, put together participant packets, arrange the structure of the event.

### *Facilitation Coordinator(s)*

The Facilitation Coordinator's role is to organize and train the facilitators in the deliberative facilitation process. The facilitation coordinator should ensure that the facilitators are familiar with all of the Citizens' Discussion materials, Issue Book, Participant Guide, and the Manual (the Facilitation Guide and a facilitator version of the Participant Guide is embedded in the Manual). The Facilitation Coordinator will provide facilitation training on the following topics:

- Citizens' Discussion format and agenda
- Sea-Level Rise Data Viewer
- Facilitator deliverables
- Purpose of each session
- Facilitator tasks per each session
- Role of the expert panel and how facilitators should assist participants with connecting with the panel
- Principles of facilitating a Citizens' Discussion

Additionally, the Facilitation Coordinator should provide some understanding of basic facilitation skills such as active and empathetic listening, rephrasing, and ethical standards. (Please refer to the Facilitation Guide on pg. 13).

### *Facilitators*

The facilitators are conversational guides for the participants as they move their way from understanding the issue and its potential impact on their lives to reviewing and assessing policy strategies for addressing sea-level rise and coastal inundation.

Facilitators will assist participants with exploring their intellectual understanding of the issue, its impacts, and policy strategies, as well as the values that influence their thinking about the issue.

### *Panel of Experts (Optional)*

The Panel of Experts provides the opportunity for participants to explore the science and policy strategies with those persons who are responsible for supplying the scientific data we have on sea-level rise and coastal inundation and developing the policy strategies to address it.

NOTE: If you do not have access to sea-level rise and coastal inundation experts, then you may share Future Coast's Expert Panel video, which you will find on Future Coast's website, with your participants.

### *Participants*

The role of the participant is to gain awareness and knowledge about sea-level rise and coastal inundation's impact on their community. The awareness and knowledge should come from the Citizens' Discussion materials, but also important to the process is the of learning is what they gain from hearing their fellow participants' viewpoints on how sea-level rise does or will impact their lives.

### **Inviting Participants**



## Citizens' Discussion Materials

The Citizens' Discussion Coordinator, Facilitation Coordinator, and Facilitators need to read the Issue Book and Participant Guide thoroughly. Explore the framework of the Issue Book, gain an understanding of the issue, sea-level rise and coastal inundation, and become familiar with the policy options. Event organizers should ensure that throughout the facilitator training that facilitators become well versed on the deliberation process, supporting materials, and using the online sea-level viewer.

### Issue Book

The Issue Guide provides the structure for the deliberative session. It identifies the issue that participants will discuss and then frames possible strategies for addressing the issue. The participants should receive the Issue Book prior to their arrival at the forum. This affords them ample time to review and consider the issue, the policy options and the pros and cons of each. Please recognize that there is no way to ensure that they will have done so.

### Participant Guide

The Participant Guide provides a framework for discussion. In the Participant Guide, facilitators and participants will find:

- An agenda outline for a deliberation consisting of two deliberative sessions
- Questions to ease participants into the issue topic
- A briefing on the science of sea-level rise and coastal inundation
- Scientific questions on which participants will deliberate
- Policy options for the impacted land areas, advantages and disadvantages of each policy strategy
- General questions about long-term flood protection strategies
- Questions about specific strategies for each type of area
- Questions to explore areas of common ground
- Concluding questions

The facilitator will lead the participants through each stage of the discussion. Facilitators will pose the questions provided and use bridging questions, as they deem appropriate, for a more in-depth exploration of participants' opinions, thoughts, and positions on each of the policy options.

### **Coastal Flooding and Sea-Level Rise Data Viewer**

The Future Coast viewer will provide you with projections of the potential impact of sea-level rise on inundation and coastal flooding at varying geographic scales. The projections of future sea-level are based on best available scientific information, but have large uncertainties and are subject to change as the state of the science evolves.

The presented map coverages of the flood and inundation scenarios reflect Maryland Climate Change Commission sea-level projections analyzed against current topographic and building asset data using best practices. Reported probabilities of potential flooding and property damage are relative to today's condition and reflect exposure as determined from analysis of the Maryland Climate Change Commission scenarios against the base data. The values do not reflect the likelihood of changes in climate and or sea level.

The Sea-level Rise Data Viewer can be available on several computers for direct participant access, or you may consider having the Viewer setup on an overhead projector and using the Anne Arundel County addresses that Future Coasts provides. (Please refer to the "Community Adaptation to Sea-Level Rise and Inundation: Permanent Inundation and Coastal Flooding Hazard and Risk Analysis").

## **Format of Forum**

### **Citizens' Discussion Format**

Begin with a welcome and introduction from the event organizers. At that time, provide a brief overview of what Citizen's Discussion (deliberation) is and what the goals and objectives are for the event. Additionally, offer a brief review of the Coastal Flooding and

Sea-Level Rise Data Viewer. It is the facilitators' responsibility to ensure that participants possess a clear understanding of the process and their roles.

## **Two Facilitator Deliverables**

*ONE:* Facilitators should ensure that participants have an opportunity to learn about the issue of sea-level rise and coastal flooding and how it affects their lives. Facilitators should assist participants with exploring the policy strategies, note where there are themes, common ground, and tensions (Please use the Conversation Mapping Chart, Appendix B). This process will help the facilitator guide the conversation in order to explore the topic thoroughly and incorporate everyone's position and opinions. Also, use this process to assist the participants to develop questions for the panel of experts.

*TWO:* A vital outcome for the Citizens' Discussion is the questions that groups pose for the panel of experts. The information from the question will help policymakers gauge where there is possible common ground, tension/conflict, and where there are knowledge gaps among the participants' preferences for potential policy strategies. From this information, policymakers will have a better understanding about how they engage the community in policymaking, where they can find support for policy initiatives, and what types of action the community will reject.

The panel of experts responses to the participants' questions will also fill the knowledge gaps for participants, clarification for where there is uncertainty, and provide additional information on the background of the scientific data that policymakers used to develop the policy strategies.

*THREE:* The participants will take a post-survey. The survey will allow event organizers and policymakers to know if the deliberative dialogue was a useful tool that helped citizens gain greater awareness and understanding of the issue of sea-level rise and coastal flooding and its policy options.

The facilitators' responsible regarding the post-survey is that they must ensure that through the discussion that participants are gaining a greater understanding of the issue of sea-level rise and coastal inundation.

## **Purpose of Session I**

The purpose of Session I is first to develop rapport between participants. Then the facilitator should guide the participants through questions that will assist them with gaining greater awareness and understanding of the issue. Once the participants attain that information they will be able to determine what the issue of sea-level rise and coastal inundation could possibly affect the lives of community members. Participants will also learn about each other, how the issues impacts others, and be able to have a conversation about a topic they may not have an opportunity discuss in such an analytical manner and with a diverse cross-section of community members.

## **Connecting with the Panel of Experts**

Between Sessions I and II, offer participants the opportunity to pose their questions to the panel of experts. Each group will formulate a few questions that they have come to consensus that they are the most pertinent for increasing their understating of the issue.

The event hosts will try to get answers for all questions, and make them available to participants either during or after the session.

## **Coastal Flooding and Sea-Level Rise Data Viewer**

The Sea-level Rise Data Viewer will show the participants the potential changes of sea-level rise and coastal inundation over time and varying scenarios on their personal property, neighborhoods, and Anne Arundel County as a whole.

## **Purpose of Session II**

During Session II the group will explore three types of landholdings that sea-level rise and coastal flooding will affect. Each of these three landholdings has possible policy strategies for how a community could respond to the rise of sea-level and coastal flooding.

## Facilitation Guide

### Facilitation Agenda for Session I

(30-60 minutes)

Future Coast embedded the Participant Guide here for easy referral for the Facilitators.

#### *Build Rapport with Group*

1. Introduce yourself – please do not provide the group with any opinion you have on the topic or related topics to those for discussion today. Share with your group with a little professional/academic background you may have in facilitation. State that you are there to guide the conversation in an impartial/neutral manner. Should you have specific work in environmental advocacy, please frame/include this with impartiality in mind.
2. Ask the participants to introduce themselves and share what brought them here.
3. Quickly review the purpose of Session I and how it will work.
4. Future Coast provided some conversation guidelines, but groups may add ground rules, or a code of conduct that they want to institute for the group in order to have a respectful and constructive conversation.

#### *Assist Participants with Developing a Personal Connection to the Issue*

1. You may begin with one of the following prompting questions, or develop one or more that you believe will launch the conversation in a respectful and construction manner:
  - a) Within in your family, or friends, do you ever discuss this issue?
  - b) Has anyone had a personal experience that illustrates the problems associated with coastal flooding and/or sea level rise?

- i. Does anyone remember Hurricane Isabel? I heard that its impact was greater because of the changes to the level of sea and the sinking of the land. What do you think is that accurate?
- c) How does this issue affect you?
- d) How do you think the issue affects other people in the county?

*Participants Develop an Understanding of the Science of Sea-Level Rise, In Brief*

Briefly review this section with the group. Then ask the *Science Questions*. Remember these are questions to promote the conversation, please feel free to add others as appropriate.

1. What parts of the science are most relevant to thinking about what communities should – or should not – do about coastal flooding and sea-level rise?
2. When future projections of sea-level rise have some level of uncertainty, how should they be used in community decision-making?
3. Do you have questions for the expert panel members about the science?
  - a) Come to consensus on which questions to present

*Participants Learn What it Means Locally, In Brief*

Briefly review this section with the group. Then present *Questions about What It Means Locally*, or other questions as the facilitator deems necessary.

1. Have you experienced flooding in any areas of the county?
2. Which areas of the county do you think are most at risk from coastal flooding and sea-level rise, if any?

3. How would you describe the risk?
  4. Are there impacts to the county that people might readily associate with coastal flooding and sea-level rise?
  5. When should communities begin to make decisions – if any – about what to do?
  6. Do you have any questions for the expert panel members about the local impacts of coastal flooding and sea-level rise?
- a) Come to consensus on which questions to present

### *Closing*

When you reach the end of discussion of the last topic for Session I, ask if the participants believe that they now have a good foundation of understanding of coastal flooding and sea-level rise for their community and are prepared to move forward.

Close the session by thanking the participants for their time and dedication to the process.

### **Connecting with the Expert Panel: Facilitator Tasks (20-30 minutes)**

- 1.) As the conversation comes to a close, have participants consider questions about what they would like to know more on the topic of sea-level rise and coastal flooding to present to the panel of experts.
- 2.) They will need to reach consensus on their questions to pose to the experts.

### **Coastal Flooding and Sea-Level Rise Data Viewer: Facilitator Tasks (15-20 minutes)**

After Session I, participants will have an opportunity to use the Coastal Flooding and Sea-Level Rise Data Viewer. This online data viewer will allow participants to enter their

home address, and other locales, and see the potential impacts of sea-level and coastal-flooding on their homes and communities.

- 1.) Please ask participants to start by entering their home address as a way to locate easily the area that may be of most concern to them.

There is a list of other potential addresses that they can enter to locate some of the primary coastal areas that will be impacted in the county.

## **Facilitation Agenda for Session II**

**(30-60 minutes)**

Participants will learn what communities can potentially do about sea-level rise and coastal flooding (You may also use the conversation-mapping chart for this session as well, see Appendix C). The next section re-iterates the materials found both in the Issue Book and the Participant Guide, participants will have this material in their Guide.

NOTE: Facilitators, please, review all of the policy strategies prior to asking any questions or having a dialogue about individual strategies.

### *Understanding Long-Term Strategies for Projected Coastal Flooding*

- Move inland over time (retreat)
- Create more resilient communities (accommodation)
- Use natural and artificial barriers to protect against rising waters (protection)

Types of Landholdings:

- Publicly Owned Natural Areas
- Residential, Low Density
- Commercial and Residential, High Density



## **Public Owned Natural Areas (Participant Guide p.8)**

### Strategy #1: Buy adjacent lands to enable natural areas to move inland

#### **How would it work?**

Governments, private organizations or non-profits would buy property adjacent to existing public lands to enable habitats to move inland as waters rise. Private organizations or non-profits could donate the lands to the government for public use. The sale would be voluntary for the property owner.

#### **Considerations**

Governments and other organizations will need to prioritize which properties to target based on their future value in providing public access, wildlife habitat, and/or buffers to coastal flooding.

#### **Advantages**

Lands provide buffers against flooding, preserve wildlife and eco-systems, and ensure continued public access to coastal areas.

#### **Disadvantages**

Buying land is expensive. Government or other organizations will need to pay for maintenance, and may need to remove existing structures.

### Strategy #2: Maintain beaches and health of wetlands against rising seas (Participant Guide p.8)

#### **How would it work?**

Sand would be replenished in eroded public beach areas. Wetland areas would be restored and potentially elevated with dredged sediment.

## **Considerations**

Depending on the rate of erosion and/or sea-level rise, and the geography, beach and wetland restoration may not be suitable. Dredged sediments may harm the environment.

## **Advantages**

Healthy beaches and wetlands decrease land loss. They provide habitat for wildlife and space for public parks. Wetlands filter pollutants before they reach the Chesapeake Bay. "Living shorelines" are the preferred form of protection in Maryland (*2008 Living Shoreline Protection Act*).

## **Disadvantages**

Sand replenishment and wetland restoration can be costly and require long-term maintenance. Living shoreline projects may cause changes in local ecosystems, turning shallow-water habitats into marsh habitats.

*Strategy #3: Build walls and other structural barriers along the shore to hold back coastal waters (Participant Guide p.9)*

## **How would it work?**

Barriers like rock and sea walls would be placed along shorelines to reduce erosion and flooding. Structures could also be sited offshore to reduce impacts of higher sea levels. For example, wetlands could be protected with levee and pump systems, or tidal gates.

## **Considerations**

Structural defenses are not preferred under Maryland law (*2008 Living Shoreline Protection Act*). Maryland's Department of the Environment controls permitting for hard shoreline defenses.

## **Advantages**

Shoreline barriers are familiar forms of erosion- and flood-control, and use well-tested engineering methods.

## **Disadvantages**

Barriers and other hard structures are expensive to build, require maintenance, cause erosion of adjacent shorelines, and damage ecosystems. The aesthetics of natural areas may be compromised. Structures may lessen public access to the water.

## **Built Communities (Participant Guide p.10)**

Residential Low Density – Commercial and Residential High Density

*Strategy #1: Retreat – or move – inland over time, restricting new building in areas likely to flood, and moving or abandoning existing structures*

### **How would it work?**

Community evacuations from coastal areas sometimes occur as the immediate result of severe storm damage. Optimally moving communities inland take place over long periods of time to minimize social and economic disruptions. This strategy would site new development away from coastal flood hazards, and relocate or abandon structures that become repeatedly or permanently flooded.

An array of tools could be used:

- local government planning guidelines;
- changes in local zoning to restrict the development of structures in areas determined to be at risk of flooding;
- additional regulations on structures in floodplains;
- requirements to site buildings inland;

- prohibitions on hard shorelines barriers to maintain the area of public tidal lands as waters move inland;
- and tax benefits, compensation, or credits that homeowners would be able to sell, in return for accepting development restrictions.

## **Considerations**

Planned moves inland require long periods of time to change community expectations and investment strategies regarding land use. Feasibility depends on the density of development, available adjacent land, and the challenges of moving existing structures.

## **Advantages**

Moving inland reduces the exposure of the community to repeated damage from storms and flooding, and losses from permanent flooding (**inundation**). It allows natural coastal process to occur, and generally has fewer environmental impacts than shoreline protection.

## **Disadvantages**

Changes in permitted land use will affect property values. Use of these types of tools is relatively new and may be difficult for governments to implement. Contaminated lands may need to be addressed before they are flooded.

*Strategy #2. Maintain and restore natural areas such as wetlands as buffers against coastal flooding (Participant Guide, p. 11)*

## **How would it work?**

The restoration and maintenance of natural shorelines would provide a buffer against flooding and storms. Governments would allocate space for wetlands to move inland by moving barriers. The addition of sand and sediment helps natural areas withstand erosion and flooding. Tools to ensure space for restoration include low density zoning; government land purchases; requiring siting of buildings away from the shoreline;

“living shorelines” that provide natural protection from plants and other materials; renourishment of beaches with sand; and buying development interests from owners.

### **Considerations**

Planning for movement of natural areas before adjacent lands are developed is most effective and least costly. The more highly developed the area, the less feasible it will be to provide enough space for the restoration and inland movement of natural areas.

### **Advantages**

Maintaining natural front-line protection provides buffers from flooding and storms, habitat for wildlife, and filtration of run-off water. “Living shorelines” are the preferred form of protection in the State of Maryland (2008 Living Shoreline Protection Act).

### **Disadvantages**

Maintaining natural areas, and purchasing additional lands, can be costly. Federal permits may be needed if fill is required for beaches or wetlands. Living shorelines offer less certain protection against flooding than walls, bulkheads and other forms of structural protection.

*Strategy #3: Design and retrofit buildings to be more flood resilient (Participant Guide p.12)*

### **How would it work?**

Sometimes called “floodable development,” new buildings and other structures are designed to withstand projected future levels of flooding. This is accomplished primarily through revised building codes and planning of community infrastructure projects. Tax incentives can be provided to retrofit buildings to higher standards. Buildings can be elevated above expected flood levels, tapping designs that reduce the effects of storm surge and placing habitable areas on upper levels. Floating structures are a novel – and extreme – example of this strategy.

## **Considerations**

Local governments requiring new buildings to be more flood-resilient can assist residents in obtaining reduced premiums through FEMA's National Flooding Insurance Program. Requiring higher standards for new building design is easier than retrofitting older buildings, particularly ones with historical value. Building public infrastructure to accommodate future sea level rise – such as roads, bridges and coastal drainage systems – is less expensive than later rebuilding.

## **Advantages**

These types of actions are low cost and “low regrets” regardless of eventual sea-level rise impacts, and lessen the risk of flood damage.

## **Disadvantages**

Living in areas of periodic flooding may pose risks. Flood events can be dangerous, and storm waters can carry contaminants that pose public health threats. Elevated buildings can make access more difficult for people with limited mobility. This strategy is more difficult to implement with existing structures.

*Strategy #4: Build walls and other structural barriers along the shore to hold back coastal waters (Participant Guide p.12)*

## **How would it work?**

Engineered structures – such as sea walls, bulkheads, and tidal gates – are placed along the shoreline or offshore to stabilize coastal lands, prevent erosion and protect against storm surge. They are used on both private and public property.

## **Considerations**

Hard barriers are not preferred protection solutions under Maryland's Living Shoreline Act. Maryland's Department of the Environment controls their permitting. Protective barriers provide immediate short-term benefits. These may be outweighed by

consideration of long-term maintenance costs, value of the structure being protected, and environmental and social costs. Hard defenses may be most suitable in areas with critical infrastructure and highly valuable development that cannot be easily moved or protected using other methods.

### **Advantages**

Hard barriers have traditionally been used to withstand flooding. They can be implemented quickly to provide protection from flooding and erosion. Building protective structures takes less time than building up natural buffers or planned moves inland.

### **Disadvantages**

Structures are designed to certain thresholds that may not withstand stresses under high sea levels and increased storm surges. Barriers prevent public access to the shore. They are expensive to build and require continued maintenance. Environmental impacts of shoreline barriers include erosion to adjacent areas, and loss of shoreline ecosystems. They also prevent wetlands from migrating inland as sea level rise.

### *Evaluate the proposed policy strategies*

The following are the focal questions for Session II. Please ask participants each of the following questions, order is not a concern, some maybe applicable to more than one strategy.

### **General Questions about Long-Term Flood Protection Strategies for Different Types of Areas**

1. Should certain types of areas be higher priority for public funding and resources to protect them against coastal flooding and sea-level rise impacts?
2. What factors should be taken into consideration in deciding those priorities?
3. Are different strategies of protection more appropriate for certain types of areas within the county?

Questions about Specific Strategies for Each Type of Area (these are prompting or guidepost questions. Please use as you deem necessary, BUT do note that the broad themes of *Values*, *Consequences*, *Tensions/Conflict*, and *Common Ground* need to be explored with participants):

### **What Do We Value?**

1. What things are important to people who support this strategy?
2. What is appealing about this strategy?
3. What makes this strategy a good idea – or a bad one?

### **What Would be the Consequences?**

1. What would result from adopting this strategy?
2. What might be some of the costs?
3. What might be some benefits?

### **Where are There Tensions or Sources of Conflict?**

1. What do you see as the tension between the strategies, if any?
2. How might there be conflicts that arise from this strategy?
3. What are the “gray areas” that make this issue harder to decide?

### **Where is There Common Ground?**

1. Are there trade-offs that county residents would be willing to accept?
2. Are there trade-offs that county residents wouldn't be willing to accept?
3. What do you think your community would be willing to do – if anything – about coastal flooding and sea-level rise?

### **Do you have questions for the expert panel members about these potential strategies?**

Assist the participants with coming to consensus on a few questions to present to the expert panel. After providing the experts with your group's questions, close your dialogue.



### *Closing: Facilitator Tasks*

- 1.) Ending Session II will work in the same manner as Session I, but before closing there are a set of concluding questions that facilitators should have participants consider.

Facilitators do not need to cover every question and may add ones that they feel are necessary. (FYI: while Facilitators are closing out their sessions, moderators are sorting through the groups' questions and experts are preparing their responses).

This is also a time when participants will complete the post-survey.

1. How has your thinking changed over the course of these discussions?
2. Has your understanding of other people's views on this issue changed?
3. Are there aspects of this issue that our group wasn't able to address?
4. Are there trade-offs that county residents might be willing to accept?
5. What would be a good consequence of this discussion today?
6. Are there ways we can make that happen?

## Appendix A: Facilitating a Deliberative Dialogue

### Principles of Facilitating a Deliberative Dialogue

The facilitator's first responsibility is to remain impartial by not advocating for any policy option and treating all participants fairly and equally. The facilitator does not contribute ideas or evaluate the worthiness of a participant's opinions or suggestions. Keep in mind, that it is not just your words that express impartiality, but also your actions and physical expressions.

NOTE: It may not be possible to have facilitators who do not know one or more deliberative participants, so facilitators need to take great care that the group views them as impartial.

As a facilitator, you are not the issue expert, but instead a conversational guide. You assist with moving the conversation forward, ensuring that the participants fully explore the issue of sea-level rise and coastal inundation and carefully weigh each policy option.

#### *An Effective Facilitator Will*

1. Establish a safe and secure environment for a challenging conversation, in which all participants and viewpoints are accepted.

Participants can be passionate about certain policy options or platforms, but facilitators will ensure that this passion is directed constructively and does not detract from others being able to share their points of view.

2. Redirect participants when they wander off topic or stop moving toward decision-making.
3. Appropriately monitor time provided for deliberating on each policy option.
4. Maintain group's focus on the policy options and not outside influences.
5. Maintain group decorum. Model respect, openness, and honesty. Establish ground

rules and redirect participants as necessary.

6. Encourage participation by all and balance the conversation in order for that to happen.

## **Responsibilities of the Facilitators, Scribes, Participants, & Observers**

### *Creating a Positive Group Dynamic: Safety and Trust*

The facilitator is responsible for establishing an environment in which the participants can engage in active and empathetic listening, especially when the participants may have strong emotions about the choice of policy.

**Ground Rules.** Promote an environment where attitudes, beliefs, prejudices, or fears can shift away from personal attacks and move toward an issue-based conversation.

There are conversation guidelines in the participant guide, please use these for your group, and add any other that your group may need. These guidelines will provide the participants with an understanding of how we expect for them to interact respectfully. Ground rules may seem childish, but even adults need to feel safe to engage in a group setting. Ground rules let participants know what type of behavior is appropriate and have comfort knowing that they can express themselves without someone attacking them.

### *Creating a Positive Group Dynamic: Develop a Sense of Empowerment and Ownership*

Ease into the conversation. You have a limited amount of time to accomplish a multitude of tasks, but do not rush the process. You need time to develop a sense of group, a means of working together effectively, and most importantly, participants need to trust you as the Facilitator. This will take time.

Future Coast provides some “getting to know you” questions to help you establish a rapport with and between the participants. Begin with those questions and then when the group seems ready move into the conversation about sea-level rise and coastal

inundation. To break the ice, incorporate humor!

**Expectations.** Explain the deliberative process and its goal and objectives. Then, discuss with the participants what their expectations and goals for the group are.

**Empowerment & Ownership.** Encourage the participants to direct their comments and questions to the group as a whole and not to the facilitator.

Some questions/comments to encourage such dialogue include:

- What do all of you think about that idea?
- What questions do all of you have regarding that suggestion/comment?
- What more do all of you need to know about that comment?
- I'm noticing that none of you (or few of you are) is asking questions or commenting...

**Managing Challenging Situations.** Recognize that not everyone will contribute as much as others. Some people process externally (thinking aloud), while some process internally (thinking silently). It is the facilitator's responsibility to ensure that everyone has the opportunity to talk. To achieve this balance, the facilitator will need to limit the talking of some while drawing out the quieter participants.

### Techniques

#### **Talkative and Quiet Participants.**

*Rounds* (round-robins) provides everyone with the opportunity to speak. This process is just moving from one person to the next as the conversation works its way around the circle.

#### **Quiet Participants.**

*Provide Time* to process and analyze. Permit participants to have a few minutes to think about the issue and the outcome of implementing the various policy options.

*Call on People* when they seem to be wanting to say something but need some

encouragement to speak. Let the group know in advance that you will use this technique to encourage participation so they do not feel like you are singling people out or that you are playing favorites.

### **Talkative Participants.**

*Make an Observation* about the dynamic. For example, “John, I want to hear what you have to say about this, and the rest of the group as well. Do you mind if I ask to hear from people who have not shared as much?”

*Observe Group Power Dynamics.* Occasionally a group will have a few people who dominate the conversation. Sometimes talking over others and holding forth. This shuts others out and down. Use the beforementioned techniques to address the situation; if those do not work, do not be afraid to be more forceful.

Refer to ground rules you set.

Say, “I would really like to hear from Bob now. He has been wanting to say something for a while.”

Say, “To be fair to everyone, I need to ensure that everyone has a chance to speak. Jane, if you could hold your thought for a moment, I’ll come back to you after Bob shares.”

You may need to suggest a short break and talk to the individual or persons who are attempting to dominate the conversation. Just let the individual know that their thoughts are important to you and the group. Then explain how to be fair and to achieve the goals of the deliberative that the group needs to hear from everyone. Ask the individual if s/he can help you achieve that goal.

**Groups in Conflict.** It is not unusual for groups members to view their differing perspectives and ideas to be in conflict. This is not necessarily a bad thing and does not need to be avoided. If managed properly, conflict and anger can provide real learning and clarifying opportunities.

Let us be clear on what is healthy conflict and anger and what is NOT. A heated discussion that focuses its energy on the topic at hand is good. A heated discussion that focuses its attention on derision of others, and other viewpoints is NOT acceptable.

*Know Your Capabilities.* Not everyone can or wants to manage heated emotions. If this makes you uncomfortable, then interrupt the conversation and bring it back to a calmer place.

*Remember the Ground Rules.* If you observe that the participants are not adhering to the ground rules then redirect the conversation.

*Redirecting the Conversation.* Start with a gentle, “If I may interrupt. I believe we are no longer moving toward our goal of determining which policy option(s) are the most suitable for addressing sea-level rise and coastal inundation. Also, I want remind all of you of the ground rules that you created and stated that you would abide by.”

Take a five minute break to cool off. When you reconvene remind the group of the ground rule and the goals of the group and the Citizens’ Discussion.

If you think it will help to move the conversation forward AND you feel comfortable doing so, explore the dynamics of the conversation in a controlled manner so that the emotions can dissipate.

## How to frame and ask questions

### The Four Basic Types of Questions

|  |  |
|--|--|
| Closed-ended (Yes/No) Questions            | Have only one response and do not further the conversation in any way. These questions may include presuming, probing, or leading questions.                 |
| Open-ended Questions                       | Have more than one response. Create space for more conversation. They solicit more information. They can help to develop trust as they are less threatening. |
| Points of Clarification/Feedback Questions | Facilitators use these type of questions to gain greater understanding of what the speaker said. Also used to bring closure to a topic.                      |
| Cross-examination Questions                | Used to imply meaning to a speaker's statement. Do not, generally, solicit more information, instead often shut down the conversation.                       |

### Objectives

*Move the conversation* deeper and further. Opening space for more speakers to engage in the dialogue.

*Engage participants* in a process (reflection) that encourages them to not only think about why they believe something, but why they believe it.

*Evaluate* participant's assumptions about a topic.

### **Avoiding Bias.**

#### Techniques

*Be aware of your personal biases.* Consider how you will manage them while facilitating.

*Be respectful and fair.* Be careful about usage of phrases such as "that's a good idea," as others may consider your comment as biased instead respond with "thank you for sharing. What does the group think about his/her suggestion?"

Though you will receive a set of questions to pose to group to help them deliberate on each policy option, you may need to ask “bridging” questions to help move the conversation forward. It is imperative that as the facilitator that you avoid asking questions that may reveal any personal biases.

### *Active & Empathetic Listening*

Active and empathetic listening is fundamental for good facilitation. Active and empathetic listening consists of listening for the assumptions and emotions behind the speakers words. The facilitator should listen without judgment.

### Techniques

*Take notes.* Taking notes will help your mind stay focused on the discussion. It is not unusual for the facilitator’s mind to wander, but by taking notes your attention will return to the conversation.

*Paraphrase.* Paraphrasing (more below) is essential for gaining clarity, for yourself and the group, about what a speaker is saying.

### *Paraphrasing*

Paraphrasing is essential in helping the group to fully comprehend the message the speaker is conveying. Paraphrasing entails saying in your own words (NOT repeating back) what the speaker said and asking if you captured what s/he meant.

### Objectives

1. Comprehension
2. Opening and deepening the conversation for further exploration of a topic
3. To slow the pace of the dialogue – brings others up to speed, provides an opportunity to incorporate more speakers
4. Tempering or cleaning up (neutralizing) inflammatory statements, but ensuring that the opinion/perspective is maintained

CAUTION: The facilitator does not need to paraphrase everything that everyone says.



Paraphrasing should be used sparingly. It is not acceptable practice in some cultures, thus let your group know that you will be using the technique to enhance and guide the conversation. Gauge their comfort with the technique.

### *How & When to Ask Prompting Questions*

Not everyone will be responsive to the questions posed in the participant guide, thus facilitators need to know how and when to ask questions that will prompt consideration of the original question and its intent and engage participants in conversation. Some ways to prompt engagement is to ask the question in a more personal sense. One can accomplish this through exploration of how the issue impacted the participants personally. Ask what concerns participants have about the issue. Future Coast provided a sampling of these questions at the beginning of the participant guide.

#### Example Questions:

*How has the issue of coastal flooding and sea-level rise impacted you personally? Or why is it an important topic for you?*

*What concerns do you have about the issue of coastal flooding and sea-level rise?*

### *Using Bridging Questions*

Facilitators will be able to ask questions that they formulate on their own in order to encourage participant engagement with the issue and participate effectively in the dialogue. These questions should be questions that bridge between the topic, the provided question(s), and will encourage greater participant consideration of the topic.

### *Time Management*

As the facilitator, it is recommended that you personally monitor the time, so that you

can judge how to guide the conversation. Additionally, consider assigning the role of timekeeper to the scribe or an observer. There are many topics and questions to cover in a very, very short time frame. It is essential that the facilitator ensure that participants cover each policy strategy thoroughly, thus one must be prudent about time.

*Effective Scribing* (This may be a role for the Facilitator)

The Scribe should capture participant comments accurately, tensions between policy strategies, and any consequences, trade-offs, or concerns that participants establish are present for specific policies.

#### Technique

*First*, inform participants that you will be recording their comments for the following reasons,

- 1.) for the purpose of guiding the conversation, and
- 2.) to capture the above information.

*Additionally*, if the Facilitator fills the role of Scribe, let participants know that you will be asking questions for the purpose of clarification.

### **Closing Deliberations on Policy Choices and Transitioning between Deliberative Sessions**

Ending a deliberative session in a purposeful way is essential. Facilitators need to gauge when the topic has been thoroughly explored. Do not feel that you have to rush conversations because of the time constraints. Let participants know when there are 10 minutes remaining for discussion, then 5 minutes, and 1 minute, so that they may begin wrapping up their conversations with final thoughts.

Close the session by thanking the participants for their time and dedication to the

process.

Offering gratitude for the participants' work demonstrates that the facilitators and host organization appreciates the participant, which will also assist with participant engagement.

## Appendix B

### Conversation-Mapping Chart

Overview: On this chart, or separate page, the Facilitator/Scribe may track the flow of the discussion. The information will assist the Facilitator with determining which topics need more exploration. Additionally, the host organization could share the charts with policymakers, so that they have more information about citizens policy preferences.

#### THEMES

|                     | VALUE | COMMON GROUND | TENSION OR SOURCES OF CONFLICT | CONSEQUENCES | QUESTIONS |
|---------------------|-------|---------------|--------------------------------|--------------|-----------|
| PERSONAL EXPERIENCE |       |               |                                |              |           |
| FRIENDS & FAMILY    |       |               |                                |              |           |
| AFFECT YOU          |       |               |                                |              |           |
| AFFECT OTHERS       |       |               |                                |              |           |

## Appendix C

### Facilitator Training Module

As a convener of a public forum, it is recommended that you provide some training for facilitators. A facilitator training will help facilitators understand their role better and gain greater familiarity with components of a deliberative dialogue. A facilitator training might include the following:

- I. Explanation of Citizens' Discussion
  - A. Deliberation Process
  - B. Future Coast Citizens' Discussion
  
- II. Roles of Citizens' Discussion Team
  - A. Citizens' Discussion Coordinator
  - B. Facilitation Coordinator
  - C. Facilitators
  - D. Panel of Experts
  - E. Participants
  
- III. Review of Citizens' Discussion Materials
  - A. Manual
  - B. Issue Book
  - C. Participant Guide
  - D. Facilitator Guide (within the Manual)
  
- IV. Facilitating a Future Coast Citizens' Discussion
  - A. Principles
  - B. Effective Facilitation
  - C. Responsibilities
  - D. Positive Group Dynamics
  - E. Framing Questions
  - F. Active and Empathetic Listening

G. Paraphrasing

H. Conversation Mapping Chart

V. Mock Citizens' Discussion

