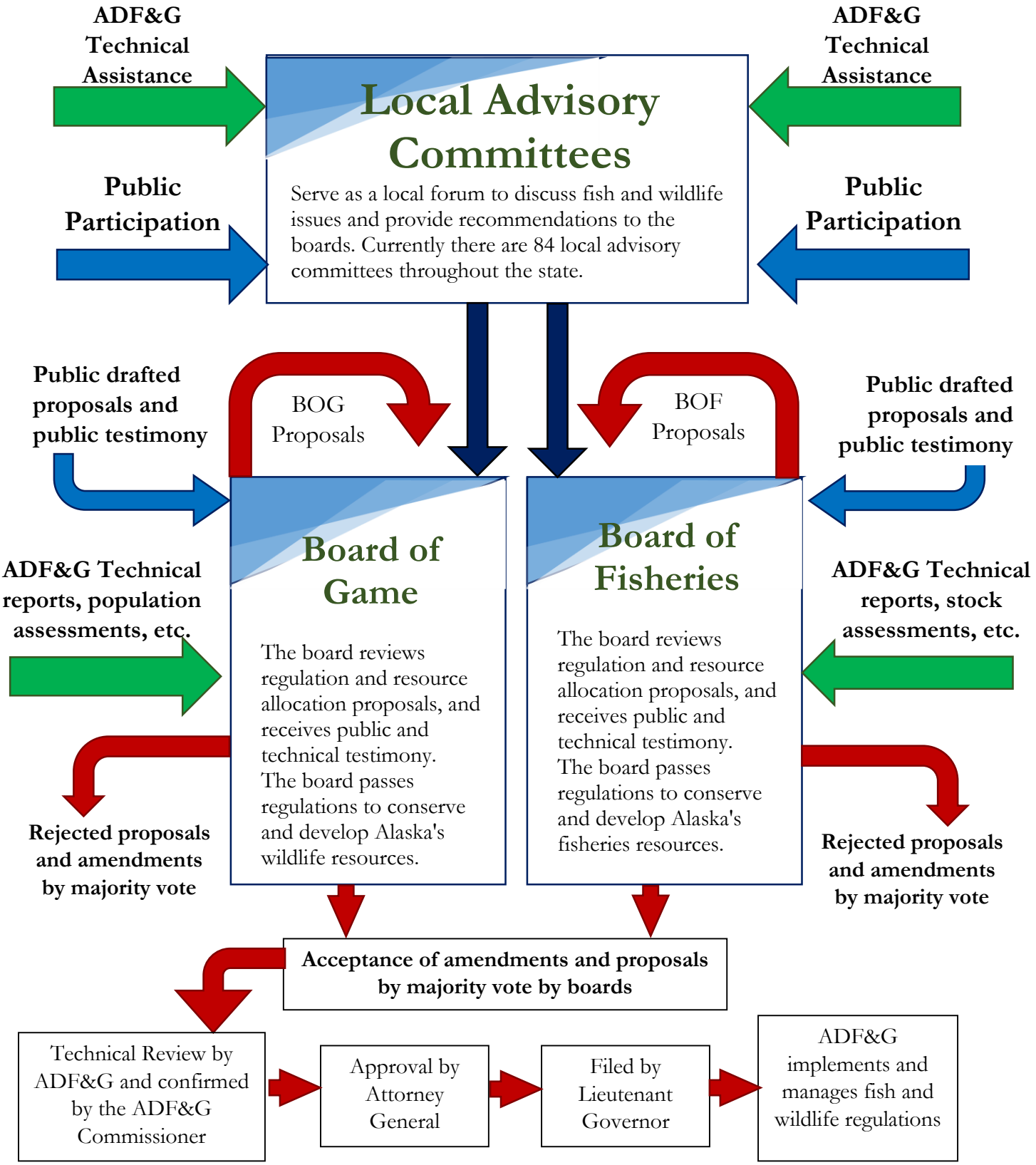Public Participation and the Board Process