The 2002 version of 36 CFR 215.11(a):

Sec. 215.11 Who may participate in appeals.

- (a) Except as provided for in paragraph (c) of this section, an appeal pursuant to this part may be filed by any person who, or any non-Federal organization or entity that has met either of the following criteria:
- (1) Submitted written comment in response to a project draft Environmental Impact Statement; or
- (2) Provided comment or otherwise expressed interest in a particular proposed action by the close of the comment period specified in Sec. 215.6.