

**Final**

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**Transportation  
Public Participation Plan  
(PPP)**

**GVMC**

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# The Participation Process for Transportation Planning Grand Valley Metropolitan Council

## Introduction

A participation process for transportation planning must be explicitly set forth and adopted by the Metropolitan Planning Organization (MPO), which receives transportation funds from the Federal Highway Administration and from the Federal Transit Administration. The actions and processes described in this document apply to transportation planning done by the Grand Valley Metropolitan Council (GVMC) in conjunction with the work done by the transportation committees of the Council. The standards for this process are to be found in Title 23, Code of Federal Regulations, Part 450, Subpart C, especially Section 316(b)(1) and in Title 49, Code of Federal Regulations, Part 613, Subpart A, Section 100.

In general, the federal regulation cited above had required “a proactive public involvement process that provides complete information, timely public notice, full public access to key decisions, and supports early and continuing involvement of the public in developing plans and TIPs (Transportation Improvement Programs).” With the passage of the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), enacted on August 10, 2005, additional emphasis has been placed on extensive stakeholder participation. SAFETEA-LU expands the public involvement provisions by requiring MPOs to develop and utilize “participation plans” that are developed in consultation with an expanded list of “interested parties,” which the GVMC refers to as the Interested Citizens/Agencies list. Specific SAFETEA-LU, requirements include:

- Providing timely information about transportation issues and processes to citizens, affected public agencies, representatives of transportation agency employees, private providers of transportation, other interested parties and segments of the community affected by transportation plans, programs, and projects;
- Holding public meetings at convenient and accessible locations and times;
- Providing a minimum public comment period of 45 days before the public involvement process is initially adopted or revised;
- Employing visualization techniques to describe metropolitan transportation plans and TIP’s, and providing reasonable public access to technical and policy information used in the development of plans;
- Making public information available in electronically accessible format and means (such as the World Wide Web);
- Demonstrating explicit consideration and response to public input received during the planning and program development processes by including written and oral comments received on the draft transportation plan or TIP as a result of the public involvement process, as an appendix of the plan or TIP;
- Consistency with Title VI of the Civil Rights Act of 1964 which ensures that no person shall, on the grounds of race, color, sex, national origin, or physical handicap, be excluded from participation in, be denied benefits of, or be otherwise subjected to discrimination under any program receiving Federal assistance from the United States Department of Transportation; and moreover, seeking out and consider the needs of those traditionally underserved by

existing transportation systems, including, but not limited to, low income and minority households;

- Identification of actions necessary to comply with the Americans with Disabilities Act of 1990 and Presidential Executive Order 12898, Environmental Justice.

To meet these standards this Participation Process includes: outreach to public opinion and needs, especially to those who are underserved, by means of public forums and a website information; opportunity for public comment at all public meetings; making information available easily to the public; public notification of meetings both by public media, direct mail and electronic mail; appropriately scheduled public hearings; opportunity for public comment on key decisions; timely and forthright response to public comments; and regular review of the public involvement process itself.

The goals of this process are:

1. Involve the public in all phases of the planning process.
2. Obtain understanding of transportation needs, especially of the underserved.
3. Make information available to the public.
4. Provide timely and adequate notice to the public about meetings and plans.

The emphasis of this process is on early involvement of the public in all processes, in order to obtain input and insight before decisions are made.

## **Goals, Objectives, and Policies**

The effectiveness of any policy plan depends on its ability to successfully meet the expectations of the public. As such, plans and policies need to be revisited and reviewed periodically to determine if the public's needs are being addressed in an effective and efficient manner. In order to ensure the effectiveness of this plan, the public must be kept informed of activities of the Transportation Division of the Grand Valley Metropolitan Council. The public must be given a meaningful opportunity to participate in the development and review of public policy through the use of presentations, press releases, mailings, public meetings, and other public outreach activities.

**PUBLIC PARTICIPATION GOAL:** The public involvement process for transportation planning shall provide complete information, timely public notice, and full access to key decisions; and shall support early and continuing involvement of the public.

**Objective 1-Public Access:** The public shall be provided timely notice and appropriate access to information about transportation plans, issues, and processes.

**Policy 1.1** All plans and documents shall be made available by GVMC Transportation Staff in an electronic format for the public to review at the GVMC website ([www.gvmc.org](http://www.gvmc.org)). All plans and documents will also be available at GVMC offices and copies of the Long Range Transportation Plan will be distributed to all public libraries in the MPO area and to all members of the GVMC Transportation Committees. Copies of other plans or projects will be distributed to the GVMC Transportation Committees and notice of release for those plans or projects will appear in area media.

**Policy 1.2** Attempts will be made to employ visualization techniques to describe metropolitan transportation plans and Transportation Improvement Programs (TIP). These may include the following formats: project location maps, photographs, narrative project descriptions, charts, illustrations, graphics, diagrams, and sketches.

Staff will continue to monitor and investigate developing technologies to improve the MPO's visualization process.

**Policy 1.3** Notice and agenda of all GVMC Transportation Committee meetings shall be available to the public three days before they occur with the exception of emergency meetings when less time is allowed under the State of Michigan Open Meetings Act.

**Policy 1.4** All meetings and workshops of GVMC Transportation Committees will be open to the public except as allowed by the State of Michigan Open Meetings Act.

**Policy 1.5** In compliance with the American with Disabilities Act, individuals needing special accommodations to participate in meetings or individuals with limited English proficiency should contact GVMC Transportation Staff at least two working days prior to the scheduled meeting.

**Objective 2-Public Outreach:** Opportunities shall be created for the public to be informed about issues, plans, and projects under consideration by the GVMC Transportation Division, particularly those who can expect to be directly affected by the outcome or those with special needs that may not be well served by the existing transportation system.

**Policy 2.1** Information pertaining to the adoption, revision, or amendment of all GVMC Transportation plans shall be available seven days prior to the date of the final action with the exception of emergency meetings when less time is allowed under the State of Michigan Open Meetings Act.

**Policy 2.2** GVMC Transportation Staff shall inform the public about issues and proposals under their consideration through public meetings, presentations, mailings, press releases, or other techniques during the development of each of the transportation plans, programs, or projects for which GVMC is responsible for.

**Policy 2.3** GVMC Transportation Staff will continue to develop and maintain an Interested Citizens/Agencies list for the purpose of disseminating information about transportation plans, policies, and activities. The Interested Citizens/Agencies list, while all inclusive, will be especially geared to reach those low-income and minority populations that have traditionally been underserved in the transportation planning process.

**Policy 2.4** GVMC Transportation Staff shall review the Participation Process on a biannual basis as part of the development of the Transportation Improvement Program and/or Long Range Transportation Plan.

**Policy 2.5** GVMC Transportation Staff shall consult with stakeholders through correspondence that utilizes the continuously updated Interested Citizens/Agencies mailing list.

**Objective 3-Public Input:** The solicitation, compilation, and consideration of public input shall be in integral part of the GVMC Transportation decision-making process.

**Policy 3.1** GVMC Transportation Staff shall conduct public hearings prior to the adoption of the transportation plan or program for which it is responsible, including the Long Range Transportation Plan, Transportation Improvement Program, or substantive amendments thereof. Notices of such hearings will be distributed through the Interested Citizens/Agencies list as well as the area media. Meeting notices will also be posted on the GVMC website [www.gvmc.org](http://www.gvmc.org).

**Policy 3.2** Those plans and program that require extended review periods will allow for written comments to be submitted including the Long Range Transportation Plan, the Transportation Improvement Program, the Participation Plan, and any other plan with extended review periods. All comments received as well as a response to each comment will appear as an appendix to the applicable plan or program. GVMC Transportation Staff will notify the public of extended review periods that are required by State or Federal guidelines and specifics regarding how to comment on those plans or programs.

**Policy 3.3** Those members of the public wishing to address comments to any GVMC Transportation Committee will be given the opportunity to comment at the regular public meetings of those committees.

## Public Involvement Strategies

### Participation Plan

The development, adoption, and amendment of GVMC Transportation plans and programs shall be subject to the participation plan. The participation plan will be monitored and reviewed on a bi-annual basis to evaluate effectiveness. It is hoped that the directives of this plan will result in well attended public meetings, local news coverage of programs, and more public interest in transportation issues within the region. A public comment period of 45 days shall be provided prior to the adoption or amendment of the participation plan per federal guidelines.

### Outreach

Notices of meetings, descriptions of products, invitation to public hearings will be routinely sent to the following groups:

- Traffic agencies
- Private providers of transportation services
- Ridesharing agencies
- Parking agencies
- Transportation safety agencies
- Traffic enforcement agencies
- Commuter rail operators
- Airport and port authorities
- Freight companies
- Railroad companies
- Environmental organizations
- Neighborhood associations
- Interested citizens
- Organizations representing the interests of:
  - The elderly
  - Minorities
  - Transportation agency employees
  - Users of various modes of transportations
  - People with disabilities
  - Economically disadvantaged
  - Native American tribes
  - Others underserved by the transportation system

Additionally, representatives of the Kent County Department of Aeronautics, local units of government, the Interurban Transit Partnership, the Ottawa County Road Commission, the Kent County Road Commission, and the Michigan Department of Transportation serve on the Technical and Policy Committees will be included on the Interested Citizens/Agencies list. This Interested Citizens/Agencies list will be continually examined for inclusiveness and usefulness.

### Availability of Information

GVMC Transportation Staff will make written materials provided to our committees available to the public upon request. When appropriate, a charge may be levied for copies of publications. The charge will cover the cost of producing and if applicable, mailing the materials. All such

materials are available for viewing at GVMC offices at no cost. Transportation plans and TIPs will also be included on the GVMC website for public review and comment.

### **Open Meetings**

The meetings listed under the heading “Regular Meetings” are open for the public to attend. In addition, the meetings of the committees (GVMC Transportation Technical Committee, GVMC Transportation Policy Committee, Board of the Grand Valley Metropolitan Council) will provide an opportunity for the public to comment on the items listed in the meeting agenda. Since issues often pass from the Technical Committee to the Policy Committee, there will often be two opportunities to comment on issues. In addition, the Technical Committee has non-voting representation from a regional environmental advocacy group and from the area Chamber of Commerce. The regular meetings of the transportation committees will be announced on an annual basis through a media press release and will be posted on the GVMC Transportation website.

GVMC Transportation Committee meetings usually occur as follows:

#### **Technical Committee**

1<sup>st</sup> Wednesday of the Month 9:30 AM at the Kent County Road Commission Offices, 1500 Scribner NW, Grand Rapids, MI 49504

#### **Policy Committee**

3<sup>rd</sup> Wednesday of the Month 9:30 AM at the Kent County Road Commission Offices, 1500 Scribner NW, Grand Rapids, MI 49504

#### **Grand Valley Metropolitan Council Board**

1<sup>st</sup> Thursday of the Month 8:30 AM at the Kent County Commission Chambers, Kent County Administration Building, 300 Monroe Ave NW, Grand Rapids, MI 49503

As stated previously, all meetings are open to the public and provide opportunities for public comment. Meeting times and locations occasionally change, so it is important to call or view the meeting agendas from the website ([www.gvmc.org](http://www.gvmc.org)) before attending.

### **Public Input and Comment Opportunities on Important Decisions**

Should any of the following groups:

- GVMC Transportation Technical Committee
- GVMC Transportation Policy Committee
- Board of the Grand Valley Metropolitan Council

prepare to adopt a major transportation policy or adopt what they consider to be a significant amendment to the Long Range Transportation Plan or the Transportation Improvement Program, than it shall be identified as such and public review and comment will be sought during one of the meetings of the above listed bodies. In some cases, public review and comment may be sought during the transportation forums described above. The record of the public comments and responses will be reviewed by all of the groups which subsequently consider it.

As part of the transportation forums mentioned above, issues facing the committees will be described and comments sought as to the importance of decisions which will be made.

### **Response to Public Comments**

Public comments on plans, on the Transportation Improvement Program, on significant amendments to the Transportation Improvement Program, on proposed area-wide investment studies, and on key decisions will be summarized and responses will be written by the group receiving the comments. Comments and responses will be kept on file, available for public review and will be made part of the plan, program, or other document as adopted. Summaries of comments and responses will also be given to groups who are required to subsequently review the matter commented on. Responses to comments will be made before decisions are made or plans or programs are adopted. Responses will be made in a timely manner, so that they can be considered during the next phase of the plan or program development.

### **Public Notification and Participation Procedures**

A variety of public notification and participation procedures will be used to encourage the early and continuous involvement of citizens, jurisdictions, communities, and other interests in the planning process and the decisions and actions of the GVMC Transportation Committees. They will include but not be limited to the following:

- Public notices will be used to inform the general public and media of upcoming input opportunities.
- The GVMC Transportation webpage ([www.gvmc.org](http://www.gvmc.org)) will include information about GVMC Transportation responsibilities, plans, programs, committees, and meetings. New information is being added to the website continuously.
- Meetings will be held in facilities that are transit accessible and that are accessible to persons with disabilities.
- The GVMC Transportation webpage ([www.gvmc.org](http://www.gvmc.org)) also contains lists of the Transportation Improvement Program and Long Range Transportation Plan projects.

### **Public Involvement in Planning Projects**

As particular planning or programming projects arise, a specific participation process will be developed by the performing entity that is appropriate for the project. Examples of such projects are: the Long Range Transportation Plan, substantial amendments to that plan, corridor studies, the Transportation Improvement Program (TIP), and major metropolitan transportation investment studies. The participation processes for planning or programming projects will include the following specific measures as well as other actions.

A formal public meeting will be held well in advance of the adoption of transportation plans and before the adoption of the TIP. A reasonable period of time will be set aside before the adoption of a plan or the TIP during which the public may comment verbally at the public meeting or in writing to the GVMC offices.

### **Staff Presentations**

Staff will make presentations to requesting organizations about transportation issues and activities. GVMC will publish and distribute an outline of how the transportation planning process works, listing relevant committees and government bodies.

**Accessibility for Disabled Persons**

The transportation needs and opinions of those with disabilities will be sought out and the planning process will be made accessible to such persons as per the regulation provided by the American with Disabilities Act of 1990.

The two major documents that the GVMC Transportation Division develops are the Long Range Transportation Plan and the Transportation Improvement Program. Specific details about participation opportunities and process are detailed on the following pages. If the LRTP and TIP are developed concurrently, meetings, forums, and outreach efforts may be combined to reduce confusion and the duplication of work.

## **Long Range Transportation Plan Development Participation Process**

### Phase I-Consultation and/or Stakeholder Meetings

- GVMC staff will consult with the following interests:
  - All local governmental units in the MPO area.
  - All MPO members that are not local governmental units.
  - Local economic development/chamber of commerce organizations.
  - Local environmental/conservation agencies.
  - Freight related businesses and organizations.
  - Local transportation providers.
  - Other interested parties.
    - Native American tribes

All meeting notes are summarized and appear in the Plan document.

### Phase II-Mass Media and/or Outreach

- Dedicated information about Long Range Planning process on GVMC webpage.
- Transportation issues survey developed and circulated.
- Newspaper insert prepared announcing meetings.
- Press release announcing Plan schedule.
- GVMC staff response to any requests from area media for information.

### Phase III-Community Forums

- Meetings held throughout the region and advertised on webpage, newspaper, and sent to the Interested Citizens/Agencies list. \*
- Meetings held at various times/dates/days of week to maximize input
- Comment sheets available for those who wish to provide input.
- Staff provides brief presentation on Plan process.

### Phase IV-Plan Draft Public Presentation

- Evening open house/meeting to announce candidate project list and air quality results. \*
- Review and discussion of environmental justice process including comment opportunity.
- Staff on hand to answer questions/concerns
- Plan approval timeline detailed.

### Phase V-State Regulatory Agency Consultation

- Notification of project list and potential impacts on environmentally sensitive areas with agencies such as the Department of Natural Resources, the Department of Environmental Quality, the State Historic Preservation Office, and others deemed appropriate for this activity.

## Transportation Improvement Program Development Participation Process

Two public meetings are held for the development of the Transportation Improvement Program with the following features:

### Meeting #1-

- Notice sent to GVMC maintained Interested Citizens/Agencies list.
- Notice posted on GVMC webpage.
- Notice posted in general circulation newspaper in the region.
- Draft deficiencies list available in map and list form provided to interested parties and made available through webpage prior to the meeting and at the meeting.
- Comment sheet provided for input and solicited through webpage.
- All comments provided to GVMC Transportation Committees for consideration and included in document.
- Open house style meeting with staff presentation. This meeting is an initial meeting that serves as a “kickoff” to the TIP process and gives citizens the opportunity to provide input about specific transportation issues/areas of concern. \*

### Meeting #2-

- Same notices posted as in Meeting #1.
- A draft copy of the deficiencies list that has been considered by the GVMC Transportation Committees is presented.
- Air Quality information based on deficiencies list is presented.
- Environmental Justice information/analysis is presented.
- Staff is on hand to make brief presentation and answer questions/concerns in open house format. \*

\* All events/opportunities appear on GVMC webpage ([www.gvmc.org](http://www.gvmc.org)) and are sent to the Interested Citizens/Agencies list that GVMC maintains. Open house/public meetings notices are published in a general circulation newspaper in the region, and every attempt will be made to host meetings on transit routes at convenient hours to maximize attendance.

### **Contact GVMC Transportation Division**

Those seeking more information can contact GVMC Transportation Division:

**Office/Mail:** 678 Front Ave NW  
Suite 200  
Grand Rapids, MI 49504  
**Phone:** (616) 776-3876  
**Fax:** (616) 774-9292  
**E-mail:** [andrea.dewey@gvmc.org](mailto:andrea.dewey@gvmc.org)  
**Website:** [www.gvmc.org](http://www.gvmc.org)

## Appendix A: Public Participation Plan Evaluation

GVMC strives to improve public involvement and participation in the transportation planning process. To this end we have developed the Public Participation Plan (PPP) which is a guideline for public participation activities conducted by the Grand Valley Metro Council. The PPP contains the goals, objectives, and policies of the MPO for actively engaging the public and is reviewed on a bi-annual basis and at the start of each Transportation Improvement Program and/or Long Range Transportation Plan development cycle.

In addition to the PPP, it is important that involvement and participation strategies be routinely evaluated to assure their effectiveness. The following provides some basic performance measures and evaluation guidelines for this process.

### Guide to Evaluating the GVMC Public Participation Plan

#### *Introduction*

The Federal Highway Administration and the Michigan Department of Transportation requires the MPO to continuously evaluate the effectiveness of public involvement activities. By monitoring public participation practices, it is possible to discontinue those activities that are ineffective and to improve or add new public participation activities. The purpose of this guide is to provide strategies for the evaluation of public involvement techniques.

GVMC's public involvement policy is contained in the Public Participation Plan (PPP), adopted June 21, 2006. The PPP contains the public participation goals and procedures of the MPO. This guide outlines the steps to be taken to evaluate the public involvement techniques identified in the PPP, identifies measures to quantify success rates and outlines strategies to improve the MPO's public participation process. This guide, along with the PPP itself, is a "living document" that should be reviewed bi-annually and updated at the start of each Transportation Improvement Program development cycle to ensure that appropriate changes are being implemented by the MPO.

#### *Evaluation Methods and Performance Goals*

In order to determine the effectiveness of public involvement tools, they must be evaluated and compared to established performance goals. The two typical methods for evaluating the effectiveness of public involvement tools are surveys and quantitative statistical analysis.

Surveys typically consist of short, specific questions regarding public involvement tools. They may be conducted in person, by phone, mail, email, or on the internet. Surveys conducted in person are considered highly effective and generally have the best response rates. Mail, email, or online surveys are useful for providing a written record of respondents' answers. Each surveying method has strengths and weakness and the survey format affects the type of results and types of people responding.

Statistics can be a great indicator of whether or not tools used for public involvement are reaching their intended audience and which tools have the strongest response rate. For example, the number of people attending a meeting can be compared to the number of people notified of the meeting. This type of evaluation can indicate the effectiveness of any particular involvement strategy.

Below is a chart that briefly describes the evaluation methods that GVMC may use on a bi-annual basis and at the start of each Transportation Improvement Program and/or Long Range Transportation Plan development cycle to evaluate each of the public participation tools that GVMC currently uses. For each public participation tool, performance goals and methods for meeting those goals are suggested. Below the tools that are currently employed, is a list of public participation tools that GVMC may use occasionally or may substitute as necessary to replace or augment a currently used tool.

*Public Participation Tool Evaluation Chart*

<b>Public Participation Tools</b>	<b>Evaluation Criteria</b>	<b>Suggested Performance Goal(s)</b>	<b>Methods to Meet Goal(s)</b>
Public Participation Plan	No measure - PPP should reflect the policies and practices of the MPO	N/A	Review bi-annually and update at the onset of the Long Range Transportation Plan development cycle
GVMC Website	Number of hits	Minimum of 50 hits/month, 5% increase in hits/year	Provide all plans and documents on the website for public review; use other public participation tools to advertise the website
Interested Citizens/Agencies Mailing List	Number of returned mailing items	Maximum of 2% return rate per mailing	Make immediate corrections when items are returned
Newspaper Advertisements	Calls, emails, etc; Number of persons the publication reached	Minimum of 10% of meeting attendees/survey respondents indicated that they saw the ad; ad formats may be modified based on feedback received	Improve the size, layout, or placement of the ad to increase visibility
Environmental Justice Direct Mailings	Calls, emails, etc; Number of persons reached	Minimum of 15% of meeting attendees/survey respondents indicated that they received the mailing	Use the most up-to-date Geographic address data available to direct EJ mailings to property owners/renters adjacent to proposed project locations
Press Releases	Calls, emails, etc	No standard; format may be modified based on feedback received	Encourage publication of press releases by keeping the media informed
Public Meetings/Hearings	Calls, emails, etc; attendance	1% of affected population in attendance	Schedule meetings at convenient times and locations; use other public participation tools to increase awareness of hearings
Comment Forms	Calls, emails, etc; Number of responses	20% of meeting attendees filled out a form -OR- 1% of the annual website visitors emailed a comment	Encourage responses by explaining the importance of receiving comments
Surveys	Calls, emails, etc; Number of responses	50% of contact persons participated in the survey – OR- 20% of mail recipients returned the survey	Encourage responses by explaining the importance of receiving feedback; offer incentives for returning surveys
GVMC Logo/WMCAC Logo	Calls, emails, etc	Recognition of the logo	The GVMC and WMCAC action logos should be used on all MPO and Clean Air Action products and publications and on materials for all MPO sponsored activities

<b>Optional Public Participation Tools</b>	<b>Evaluation Criteria</b>	<b>Suggested Performance Goal(s)</b>	<b>Methods to Meet Goal(s)</b>
MPO Newsletter/Email Newsletter	Calls, emails, etc; Number of returns	N/A; return rate is addressed under Interested Citizens/Agencies List	Continue items that receive favorable comments and correct or improve items that receive negative comments
Other Newsletters (Cities, Homeowners Associations etc.)	Calls, emails, etc; Number of persons reached	Minimum of 5% of meeting attendees/survey respondents were reached	Provide information to publishers of these newsletters in a timely fashion; investigate all possible newsletters that may reach an affected area
Small Group Meetings	Calls, emails, etc; Met the expectations of the group	N/A; these meetings are held at the request of the affected groups or interested parties	MPO staff should be available in a timely manner to hold small group meetings regarding any MPO activity or issue; the meeting should be formatted to provide specific information requested by the group and should highlight issues that are of interest to the group
Subject Specific Workshops/ Project Specific Workshops	Calls, emails, etc; attendance	Minimum attendance as it relates to workshop cost achieved	Schedule at convenient times and locations; hold multiple workshops when possible; use other participation tools to advertise increase awareness
Facebook Page/Twitter	Calls, emails, etc; Number of "friends" or "followers"	N/A; participants select GVMC themselves	Provide information, announcements, access to surveys, and meeting information; maintain and monitor account weekly
Email Announcements	Calls, emails, etc; Number of persons reached	Minimum of 5% of meeting attendees/survey respondents indicated that they saw the email announcement	Increase email list by advertising the availability of email announcements using other public participation tools
Citizen Advisory Committee	Calls, emails, etc; Attendance	N/A; members are pre-selected an appointed to participate	MPO should encourage appointed members to attend committee meetings

*Improvement Strategies*

The Grand Valley Metro Council continues to strive for improved public participation in the transportation planning process. With review and evaluation, GVMC hopes to refine public participation strategy improvements to increase public awareness and to improve the quality and quantity of information provided to the public. Contributions and input from the citizens of Kent and Eastern Ottawa Counties are crucial for responsible planning decisions and therefore it is critical for GVMC seek the most effective public input methodologies.