

Bloomington/Monroe County Metropolitan Planning Organization

Public Participation Plan



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Introduction

Federal legislation requires the establishment of a Metropolitan Planning Organization (MPO) to conduct transportation planning in urban areas where the population exceeds 50,000 people. The basic objectives of an MPO are to encourage and promote the development of transportation systems, to embrace multiple modes of transportation, and to minimize transportation related fuel consumption and air pollution.

Indiana Governor Robert D. Orr designated the City of Bloomington Plan Commission as the MPO for the Bloomington urban area on March 4, 1982.

Locally, the Bloomington/Monroe County Metropolitan Planning Organization (MPO) fulfills the MPO mission as an intergovernmental transportation policy group that manages transportation project funding for the Bloomington/Monroe County Urbanized Area (which includes the City of Bloomington, the Town of Ellettsville, and portions of Monroe County). The Bloomington/Monroe County MPO is responsible for ensuring that the transportation planning program in the Urbanized Area incorporates consultation, cooperation, and coordination between the MPO, various civic organizations, and the public. MPO decisions are endorsed by a Policy Committee upon the recommendation of both the Technical Advisory and the Citizens Advisory Committees.

The Policy Committee (PC) consists of municipal and county elected officials, non-elected members, membership from the Bloomington Public Transportation Corporation, Indiana University, Indiana Department of Transportation (INDOT), and the Federal Highway Administration (FHWA). The Technical Advisory Committee (TAC) includes state and local planners, engineers, transit operators and other transportation-related professionals. The Citizens Advisory Committee (CAC) represents a broad cross-section of Bloomington/Monroe County citizen and community interests.

Purpose

The Public Participation Plan (the Plan) for the Bloomington/Monroe County Metropolitan Planning Organization (MPO) has been developed pursuant to the final federal metropolitan regulations of the United States Department of Transportation (USDOT) as contained in the October 28, 1993 Federal Register and any subsequent changes herein mandated by federal legislation.

The Bloomington/Monroe County MPO has established a set of goals for the public participation process to guide MPO staff in developing opportunities for the involvement of public officials and citizens. These goals also assist in ensuring the public participation process meets the needs of the communities involved in the transportation planning activities for the region.

The Plan should be periodically updated and revised in order to improve continuous, comprehensive, and cooperative transportation planning (Federal 3C Process) for the Bloomington/Monroe County Metropolitan Planning Organization (MPO). The plan is typically updated in response to local needs and interests or due to new state and federal requirements.

Public Participation Plan Goals

The Plan has been developed pursuant to the Safe Accountable, Flexible, Efficient Transportation Equity Act A legacy for Users (SAFETEA-LU); Title VI, 6001 (a).134 (i)(5),(A):

“Each metropolitan planning organization shall provide citizens, affected public agencies, representatives of transportation agency employees, freight shippers, providers of freight transportation services, private providers of transportation, representatives of users of public transit, pedestrian walkways and bicycle transportation facilities, representatives of the disabled and other interested parties with a reasonable opportunity to comment on the long-range transportation plan [for the TIP]”

The Plan has been developed using the following SAFETEA-LU and Bloomington/Monroe County MPO general goals:

- Provide adequate public notice and time for public review and comment at key decision points
- Demonstrate explicit consideration and response to public input received
- Seek out the needs and input of the public who typically are underserved by existing transportation systems
- Provide periodic reviews of the public involvement process and participation plan in terms of their effectiveness
- Coordinate to the maximum extent practical with statewide public involvement processes

- Educate and raise awareness within the MPO's boundaries about current and future transportation needs
- Encourage broad public participation from all sectors of the community, and provide the community with adequate opportunities to participate in the decision making process
- Foster a sense of ownership toward the transportation planning process and the resulting projects within the community

Public Participation Mission Statement

The Bloomington/Monroe County MPO is committed to providing the City of Bloomington, the Town of Ellettsville, and Monroe County with quality transportation planning programs and services, and working to provide all citizens access to an efficient and safe transportation system. Toward this goal, the Bloomington/Monroe County MPO shall be committed to:

- The promotion of environmental justice principles in all of its programs and policies as prescribed by the governing Environmental Justice Policy Statement. This involves the development of equitable programs and policies that avoid disproportionately negative effects on minority and/or low-income populations, as well as expediting the distribution of benefits from these projects.
- Working continuously to ensure the full and fair participation of all affected communities in the transportation planning process.
- Providing an equitable distribution of transportation infrastructure affecting public and environmental health, and to the development of a just public transit system.

Public Participation Plan Policy

It is the policy of the Bloomington/Monroe County MPO to provide access to the transportation planning process so as to allow the public opportunity to comment on transportation planning activities. By doing so, the Bloomington/Monroe County MPO Policy Committee will have available to them public ideas, concerns, and suggestions on all transportation planning issues.

Two areas of primary interest for transportation planning issues and public involvement are the Long Range Transportation Plan and the Transportation Improvement Program (TIP). The MPO is responsible for adopting and maintaining these core MPO products. The Long Range Transportation Plan (LRTP) is the twenty year long range, multi-modal transportation plan for the Bloomington Urbanized Area as required by Federal Statutes (23 USC 135, Section 450.300) for the programming of Federal funds for transportation project planning and implementation of ground transportation modes (roadway, transit, bicycle, and pedestrian facilities). The long range plan shall be updated every five years in order to maintain the twenty year horizon, but may be amended more frequently if needed. The TIP is the four year short range capital improvement plan to implement the Long Range Transportation Plan. Project details such as timing, costs, design, phases, and funding sources are all detailed within the TIP and thus provide a strategic planning document to program funding for actual transportation projects.

Additional areas of interest for transportation planning issues and public involvement exist for all programs and products of the MPO. These areas may include, but are not limited to, transportation studies, transportation grant applications (e.g. Transportation Enhancement, Safe Routes to School), design feasibility studies, MPO policies and procedures (e.g. operational bylaws), and other related programs, processes, and activities as detailed within the applicable fiscal year Unified Planning Work Program (UPWP).

Adoption Resolutions and Major Amendments Policy

The Bloomington/Monroe County MPO shall follow to the fullest extent possible the Public Participation Plan for adoption resolutions and major amendments to the Long Range Transportation Plan and the TIP. MPO staff shall bring all such resolutions and amendments to the Citizen's Advisory Committee and Technical Advisory Committee before they are adopted by the Policy Committee. The public shall have a minimum of 30 days for written comment on such resolutions and amendments before they may be adopted by the Policy Committee.

This section applies to the following resolutions and amendments:

- Adoption of a new Transportation Improvement Program.
- Adoption of a new Long Range Transportation Plan.

- Adoption of a new, or amendment to an existing, Public Participation Plan, except that the required written public comment period shall be 45 days for such action.
- Inclusion into an adopted TIP of new capital improvement projects that meet one or more of the following criteria:
 - capacity expansion;
 - acquisition of right of way.
- Removal from an adopted TIP of an existing capital improvement project.
- Amendments to an adopted TIP that change the total cost of an existing capital improvement project by 100% or more.
- Amendments to the Long Range Transportation Plan that modify transportation projects identified in the Plan.

Related MPO Programs and Minor Amendments Policy

The Bloomington/Monroe County MPO shall follow to the fullest extent possible the Public Participation Plan for related MPO program adoption resolutions and minor amendments to the 2030 Long Range Transportation Plan and the TIP. MPO staff may bring such resolutions and amendments to the Citizen's Advisory Committee and Technical Advisory Committee before they may be adopted by the Policy Committee, but may only present them to the Policy Committee due to time constraints. The minimum 30 day written public comment period may also be waived for such resolutions and amendments.

This section applies to the following resolutions and amendments:

- Adoption of a new Unified Planning Work Program (UPWP)
- Inclusion into an adopted TIP of new capital improvement projects that do not meet one or more of the following criteria:
 - capacity expansion;
 - acquisition of right of way.
- Amendments to an adopted TIP that change the total cost of an existing capital improvement project by greater than 20% but less than 100%.
- Amendments to the Long Range Transportation Plan that modify transportation policy, document text, or other material in order to be compliant with federal, state, and/or local regulations and policy.
- Any other MPO product or program requiring Policy Committee approval.

Administrative Approval Policy

Certain resolutions and amendments shall only require administrative approval by the MPO Director and the MPO Policy Committee Chairperson once a Final Notice Period of three business days has transpired without any objection from any Policy Committee member (see Other Approvals for Final Notice Period). Such resolutions and amendments shall be exempt from review by the Citizen's Advisory Committee and Technical Advisory Committee prior to their administrative approval. The minimum 30 day written public comment period shall also be waived for such resolutions and amendments. All such resolutions and amendments approved under these administrative procedures shall be reported to all MPO Committees at their next regularly scheduled meetings.

This section applies to the following resolutions and amendments:

- Modifications to the text or graphics in an adopted TIP that do not affect project costs, scopes, or schedules.
- Amendments to an adopted TIP that change the proposed year for a phase of an existing capital improvement project.
- Amendments to an adopted TIP that change the total cost of an existing capital improvement project by 20% or less.
- Inclusion into an adopted TIP of new capital improvement projects that are labeled as “Illustrative” because they have not received formal approval for their expected funding source and have time sensitive or emergency related circumstances associated with the amendment.
- Changing “Illustrative” projects to funded projects if funds have been received and the Policy Committee has previously reviewed and acted on the project. Examples include projects funded through Transportation Enhancement (TE), Highway Safety Improvement Program (HSIP), Safe Routes to School (SRTS), and Transit capital improvement projects into new capital improvement projects provided that the formal funding awards has subsequently been received. All new “Illustrative” projects that seek formal funding must be amended into the TIP using the procedures provided under the Major Amendments Policy.

Other Approvals

Three other approval types are provided for the MPO:

- Change Orders: The MPO Director may approve Change Orders to projects in an adopted TIP subject to the procedures of the BMCMPPO Change Order Policy.
- Special Votes: The Policy Committee may conduct special votes using mail, fax, or e-mail in the event of a time-sensitive business item, subject to the procedures of the BMCMPPO Operational Bylaws.
- Final Notice Period: Staff shall issue a “Final Notice Period” by email to all Policy Committee members for eligible administrative approval requests. The message shall contain “Final Notice Period” in the subject line, details on the nature of the request, the response requested (objection only), the deadline to respond, and detail the minor amendment process to be taken if any objection is received by BMCMPPO staff. Policy Committees will have three business days to respond from the time the Final Notice Period is issued. Once the Final Notice Period has transpired and no objections have been received, the request may be approved by the MPO Director and MPO Policy Committee Chairperson. If an objection is received by any member from the Policy Committee, then the amendment will be put forth for consideration at the next Policy Committee meeting and follow the Minor Amendments Policy process.

Such approvals shall not be subject to public comment period requirements, but shall be reported to all MPO Committees at their next regularly scheduled meeting.

General Provisions

When required under these procedures, the written public comment period for resolutions and amendments shall begin on the first date of the legal public notice published in the local newspaper(s), provided no substantive changes have occurred to the advertised resolutions and amendments by the time the Policy Committee takes formal action. If substantive changes occur, then an additional 30 day written public comment period shall be provided. Additional public notification methods may be used to supplement the required legal notice.

At minimum, the public shall always have the opportunity for comment on any MPO topic, agenda item, or other relevant transportation issue. This may occur during any MPO Committee meeting as governed by the Operational Bylaws of the BMCMPPO. The public, MPO staff, MPO Committees, and related BMCMPPO partner agencies shall mutually respect all comments conveyed and shall always conduct themselves in a professional manner. All information related to any MPO activity will be accessible to anyone and available upon request.

Environmental Justice Policy (EJ)

Under the 1993 Federal Transit Act, metropolitan planning processes must be in compliance with Title VI of the 1964 Civil Rights Act. The 1994 Presidential Executive Order (12898) directed every Federal agency to make environmental justice a part of its mission by identifying and addressing the effects of all policies, programs and projects on minority/ low income populations. This Order provided further clarification of Title VI. The USDOT (Department of Transportation) Final Order on Environmental Justice specifically required that "procedures shall be established, or expanded as necessary, to provide meaningful opportunities for public involvement by members of minorities and low-income populations during the planning and development of programs, policies and activities."

The fundamental principles of environmental justice are:

- To avoid, minimize, or remedy disproportionately high and adverse human health and environmental (including social and economic) effects of policies, programs and projects on all living and non-living things, regardless of perceived or real economic, social or ecological status.
- To ensure the full and fair participation of all affected communities in the transportation decision making process.
- To prevent the denial of, reduction in, or significant delays in, the receipt of project benefits by all populations regardless of perceived or real economic, social or ecological status.

Specific to transportation planning, applying these environmental justice principles involves:

- Maintaining equity in programs and policies by balancing the benefits and negative results of transportation projects in all communities.
- Closely examining the scope of proposed transportation programs and projects.

- Keeping programs flexible, and seeking the input of affected communities in developing project options.

By applying the following guidelines, the Bloomington/ Monroe County MPO further complies with Title VI, EO 12898 and the DOT Order to Address Environmental Justice in Minority and Low Income Populations. These criteria are intended to provide guidance for the Bloomington/Monroe County MPO transportation planning activities, and to promote a common understanding of the concept of environmental justice.

Six Environmental Justice Principles for Transportation Planning

Making Environmental Justice a Priority - The Bloomington/Monroe County MPO is committed to following the spirit, as well as the letter of the Order (DOT Order to Address Environmental Justice in Minority Populations and Low Income Populations), throughout all of its projects and activities. The MPO will require that all Bloomington/Monroe County transportation planning partners (i.e. INDOT, Bloomington Transit, Indiana University Campus Bus) do so as well.

Increasing Meaningful Public Participation - The Bloomington/Monroe County MPO will continuously work to develop public participation that will:

- Be thorough and fully inclusive, involving all relevant stakeholders and communities. The MPO seeks to involve the broadest cross-section of the community in the transportation planning process, based on geographic distribution, sex, race, socioeconomic status and interests (environmental, neighborhood, etc.).
- Adapt and tailor programs to specific populations and situations, taking in to account a wide range of differences.
- Reach out to communities that have not traditionally been involved in transportation planning, particularly low income and minority communities.
- Provide opportunities to members of affected communities to influence project decisions by proactively soliciting their input.
- Have opportunities for public input throughout the project development process (from project selection, design and implementation).
- Develop and maintain a Public Involvement Process that is transparent and open in its methods.

Maintaining Project Flexibility - In implementing environmental justice practices, the Bloomington/Monroe County MPO will tailor its methods to reflect the unique issues and populations affected by each policy, program, or project. The MPO will work with members of affected communities, and all stakeholders to encourage input and develop project options that meet transportation goals as well as community needs.

Promoting Project Equity - In developing programs and policies, the Bloomington/Monroe County MPO will work continuously to balance the benefits and negative results of transportation projects in all communities. Programs will not result in disproportionate negative impacts solely on low-income or minority communities.

Utilizing Rigorous Demographic Analysis - In order to address potential environmental justice issues, low income and/or minority populations must be identified through demographic (census) data and then mapped. To identify and map potential low-income and/or minority populations, the Bloomington/Monroe County MPO will:

- Be quantitative in presenting data wherever possible.
- Use community profile information (as defined in the National Environmental Policy Act of 1969-NEPA) whenever possible.
- Provide thorough documentation of information sources.
- Use flexible methods of gathering information, designed to address specific population(s)

Developing Effective Conflict Resolution Methods - If conflicting interests and issues arise during a project, an appropriate resolution process will be developed. This process will be:

- Respectful to the desires and wishes of stakeholders and communities.
- Flexible in nature, and designed to address the specific needs of affected communities.

Public Participation Plan

Public Education

Successful and meaningful public participation can only be assured through a public education effort where the issues and complexities of transportation planning can be simply explained and openly discussed. Public education will take place through utilizing the MPO website, public workshops, and various media outlets. By increasing publicity and awareness for the MPO and its activities, more citizens will become educated about transportation issues.

Visualization

The MPO shall employ visualization techniques to depict metropolitan Long Range Transportation Plan, the Transportation Improvement Program, and other significant MPO related projects to improve comprehension of these often complex transportation related projects and further promote successful and meaningful public participation. Techniques may include, but are not limited to, one or more of the following:

- 3D Renderings
- 2D Overlays
- Maps
- GIS
- Engineering Designs

Website

The MPO staff will develop and maintain a home page for the MPO on the World Wide Web. This home page may consist of historical information regarding transportation planning in the city and county, published documents, draft documents for review, reports and links to related internet sites, as well as MPO staff member contact information.

At a minimum, the content of this page will include:

- The Bloomington /Monroe County Year 2030 Transportation Plan
- The most recent Transportation Improvement Plan
- The most recent Unified Planning Work Program
- Committee Meeting Schedules
- Agendas for upcoming Policy, Technical Advisory and Citizens Advisory Committee meetings.
- Archives of minutes from previous Policy, Technical Advisory and Citizens Advisory Committee meetings.

Committee Meetings

The MPO committees (Policy, Technical Advisory, and Citizens Advisory) have regularly scheduled meetings that are open to the public. MPO staff will annually develop a schedule of meeting dates for each committee, consisting of monthly

meeting times, dates and places. The meeting schedule is available from the website or by request.

The public is actively encouraged to attend MPO committee meetings and to be involved in the transportation planning process. Meeting agendas for each of the three MPO committees are published online at <http://bloomington.in.gov/mpo>.

Public Meetings and Workshops

The MPO will regularly conduct 1-2 rounds of additional workshops, timed to coincide with important milestones in the development of the regular update of the Long Range Transportation Plan. The MPO will try to hold these meetings at various locations throughout the urbanized area. The purpose of these workshops will be to support development and public review of the Long Range Transportation Plan. The MPO will also conduct 1-2 rounds interagency coordination workshops, timed to coincide with the preparation for annual development of the Transportation Improvement Program. This coordination will provide the technical support needed in the preparation of the TIP for public comment and review through the Committee Meeting process.

Media Participation/Public Notification

The MPO staff may provide the major newspapers in the Bloomington urbanized area (the Herald Times and the Indiana Daily Student) with timely notice regarding the adoption of the Long Range Transportation Plan and TIP. In addition the MPO, in conjunction with the City of Bloomington, may issue press releases about other related MPO activities on a case by case basis. All press releases will include information on the meeting date(s) and time(s) for the MPO committees, announcements for public meetings/workshops to discuss the MPO's transportation planning documents, and other pertinent information.

The Bloomington MPO staff may announce[†] committee and public meeting/workshop information in the following media outlets:

- The Herald Times (in the On the Agenda section)
- The Indiana Daily Student
- Radio Public Service Announcements (as needed)- on B97, WHFB, WFIU
- Television Public Service Announcement (as needed)- on B-CATS
- On the MPO website - <http://bloomington.in.gov/mpo>.
- At the Monroe County Library (Bloomington and Ellettsville)
- At the Showers Center City Hall

[†]Please note that press releases do not guarantee that any of the media agencies listed will actually publish or announce the press release unless the MPO pays for advertising. Typically the MPO does not have funding available to pay for advertising and relies on these media outlets to make these announcements in a timely manner. Some instances may warrant the need to pay for advertising for public notification.

Individuals with Disabilities

All of the meeting rooms at City Hall are accessible by ADA standards.

Upon request, any MPO documents can be made available in alternative formats to individuals with disabilities. Please contact the City of Bloomington Legal Department at (812) 349-3426 or the City of Bloomington Community and Family Resources Department at (812) 349-3430 for information on sign language interpreters or Braille translations.

Individuals with disabilities who need accommodations to participate in committee meetings or public hearings, should contact the City of Bloomington Facilities Manager at (812) 349-3410.

Getting in Touch - Comments

Public comment can be submitted in several ways:

- By attending meetings and workshops
- By visiting the City of Bloomington Planning office: 401 North Morton Street; Suite 160; Showers Center City Hall
- By phone (812) 349-3423
- Fax (812) 349-3535
- US Postal Service: Attention: MPO Director; Showers Center City Hall; 401 N. Morton St.; Bloomington, IN 47402,
- Email: mpo@bloomington.in.gov

Measuring Public Outreach

In order to evaluate the quality of input and participation generated through the Public Participation technique(s) used, the Bloomington/ Monroe County MPO has developed a set of performance objectives: accessibility, diversity, outreach, and impact.

Accessibility

- MPO public workshops and/or meetings will be held in all those areas/communities affected by a proposed project.
- One hundred percent of meeting locations must be accessible by mass transit.
- All meetings must be accessible under the requirements of the Americans with Disabilities Act (ADA).

Diversity

- The demographic composition of the Citizens Advisory Committee (age, ethnicity, geographic location, disability, and socio-economic level) should roughly mirror the demographics of the Bloomington urbanized area.
- The participation of low income and minority populations at MPO meetings will be encouraged to the maximum extent possible.

Outreach

- The MPO staff and MPO Committee Members are encouraged to participate in potential outreach activities (e.g. other committees, workshops, and meetings) to increase public awareness of the MPO.
- The MPO should send out press releases of all of its activities.
- When appropriate, the MPO will participate in radio and/or TV spots.

Impact

- One hundred percent of written comments received as part of a written public comment period will be reviewed and communicated to transportation decision makers.
- One hundred percent of written comments received as part of a written public comment period will be acknowledged so that citizens are confident that their comments were taken into consideration in MPO decision making.

Appendix

Bloomington/Monroe County MPO Committees

Please refer to the BMCMPPO website, the BMCMPPO Operational Bylaws, or contact the BMCMPPO for information on these committees.

Core Transportation Planning Documents

SAFETEA-LU continues the requirements of the development of a Long Range Transportation Plan (LRTP) and a Transportation Improvement Plan (TIP) by each MPO and requires that these documents be incorporated into a statewide plan and program of projects. Documentation of the MPO planning process is developed annually and outlined in the Unified Planning Work Program (UPWP).

Long Range Transportation Plan

The Bloomington/Monroe County Year 2030 Transportation Plan is a comprehensive transportation plan for Monroe County. Transportation projects (including but not limited to major roadways, transit and other multimodal facilities) proposed by the plan provide a guideline of future transportation investments over a long-term planning horizon. The plan will be reviewed and updated every three to five years to confirm its consistency with current and forecasted transportation and land use trends. The transportation plan reflects environmental and intermodal considerations and provides a financially constrained vision of future transportation investments.

Transportation Improvement Plan (TIP)

The TIP is a short-term document covering four (4) fiscal years, and is updated annually. The TIP includes a list of priority projects to be carried out in each of the 4 years. The TIP serves as a strategic management tool to accomplish the goals of the Transportation Plan; therefore the TIP projects must be consistent with the Plan. The TIP lists all roadway, transit and intermodal projects planned to receive federal, state and local funding. The projects are organized by the local agency implementing the project and the year the project is proposed to take place. The TIP must also be financially constrained by year and include only those projects for which funding has been identified. The financial plan for the TIP is developed by the MPO in cooperation with local and state transportation agencies as well as transit operators. After adoption of the TIP by the Policy Committee, the Bloomington/Monroe County MPO TIP becomes part of the Statewide Transportation Improvement Program (STIP). The adoption of the TIP is a reaffirmation of the Transportation Plan. If at the time of adoption the TIP does not agree with the Transportation Plan, amendment of the Transportation Plan will be necessary for the adoption of the proposed TIP to occur.

Unified Planning Work Program (UPWP)

The UPWP guides the MPO and summarizes transportation planning activities for the various agencies and interests in the Bloomington urbanized area. It shows what agency will do specific planning studies, when the work will be completed, and what the final products and resources will be. The UPWP also serves as a program budget and includes anticipated financial resources and expenditure information for the fiscal year covered. The UPWP is updated annually, and sent to state and federal agencies for review and approval.