

Public Participation Plan



May 14, 2015



Springfield, Illinois

SPRINGFIELD AREA TRANSPORTATION STUDY

PUBLIC PARTICIPATION PLAN

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The Draft 2015 Public Participation Plan is available for public review and comment at the Springfield Urban League, Lincoln Library, Chatham Area Public Library, Springfield Mass Transit District, and Springfield Sangamon County Regional Planning Commission, and on the SATS website sscrpc.com from March 5 – April 24, 2015.

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1. INTRODUCTION

The Springfield Area Transportation Study (SATS) is the transportation planning body for the Springfield Metropolitan Planning Area (MPA). SATS was initiated in 1964 as an effort by local, state, and federal agencies to develop a comprehensive, continuing, and cooperative (3-C) transportation planning process as allowed under the 1962 Federal-Aid Highway Act. Although originally covering the immediate Springfield area only, in 2003 the planning area was expanded to include the enlarged urbanized area defined by the 2000 Census and now extends north to Sherman, south to Chatham, west to Curran, and east to Riverton/Rochester. A map of the Springfield MPA as established in 2003 is shown on the next page.

SATS recognizes that public engagement is essential to the transportation planning process and strives to create meaningful opportunities for citizen input to development of the Long Range Transportation Plan (LRTP) as well as open access and review/comment of documents resulting from implementation of that plan.

This document establishes public participation activities that will be conducted by SATS and is an update to a plan adopted in 2013. Since that time SATS has attempted several new outreach efforts and will build on those successes.

1.1 SATS Structure

Under the terms entered into through a cooperative agreement between IDOT, the City of Springfield, the Village of Chatham, Sangamon County, SSCRPC and the Springfield Mass Transit District (SMTD) SATS functions as the transportation planning body for the Springfield Metropolitan Planning Area. (MPA)

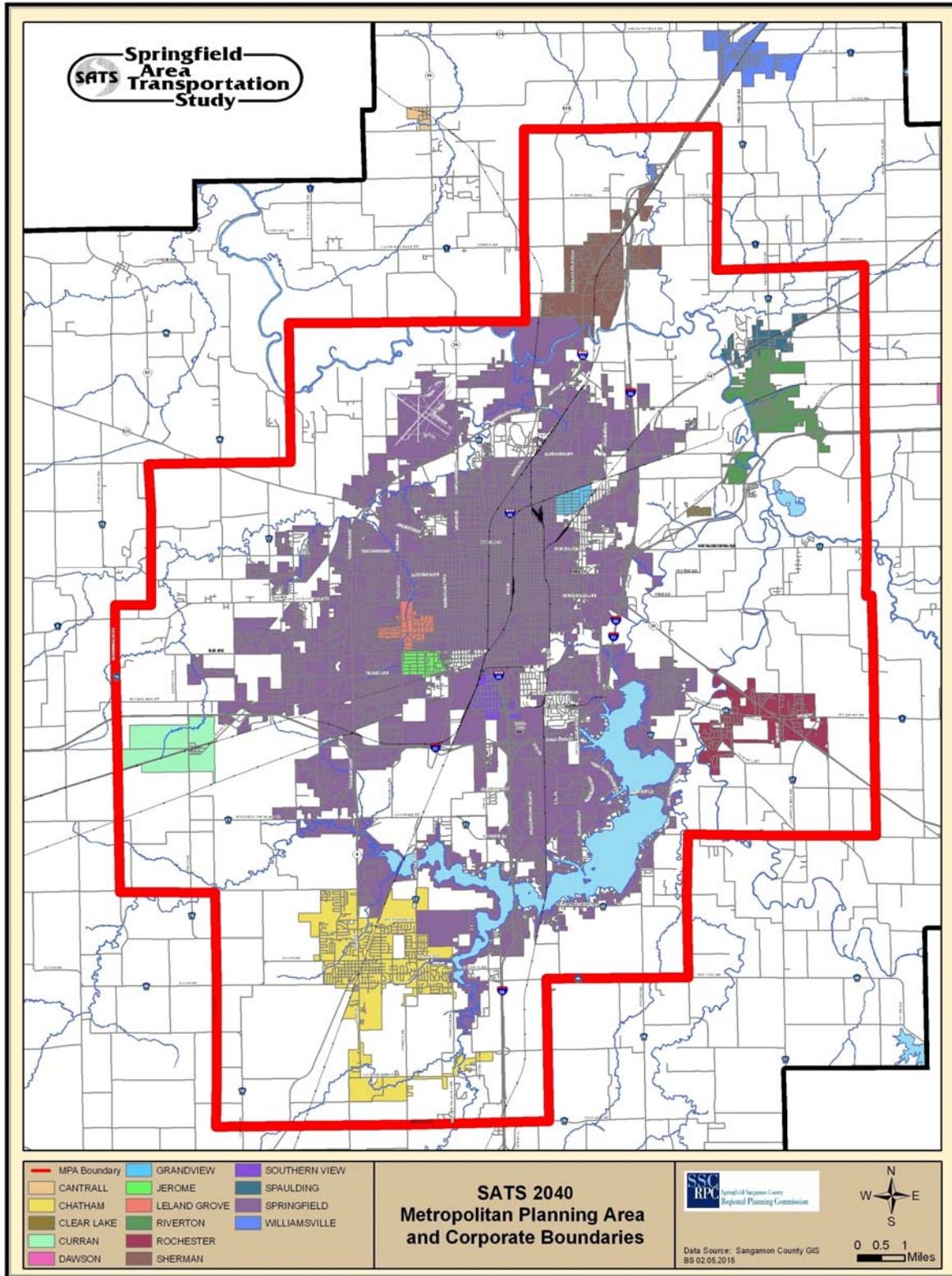
SATS is composed of a Policy Committee and a Technical Committee.

The Policy Committee includes the chief elected, appointed or administrative official (or appointed alternate) from each governmental body or agency participating in the cooperative agreement. The Policy Committee directs, oversees and coordinates the transportation planning process to ensure that transportation planning and programming decisions reflect the needs and desires of its members and the general public.

The Technical Committee is composed of technical staff from the jurisdictions represented by the Policy Committee. The Technical Committee provides technical advice and recommendations to the Policy Committee on all matters pertaining to the planning functions of SATS and on other related matters referred to them by the SATS Policy Committee.

Technical advisors from transportation related agencies also serve as non-voting members on both committees as established in the SATS bylaws.

A list of membership is on page 3. The Springfield-Sangamon County Regional Planning Commission serves as staff to SATS.



SATS Voting Members		
Jurisdiction	SATS Policy Committee	SATS Technical Committee
City of Springfield	Mayor Alternate: Executive Assistant to the Mayor	City Engineer
Springfield Mass Transit District	Board Chairman Alternate: Managing Director	Managing Director
SSCRPC	Board Chairman Alternate: Executive Director	Executive Director
Sangamon County	County Board Chairman Alternate: County Administrator	County Engineer
Village of Chatham	Village President Alternate: Village Trustee	Planning Coordinator
IDOT Region 4 District 6	Regional Engineer Alternate: Program Development Engineer	Program Development Engineer Alternate: Programming Engineer

SATS Technical Advisors		
Agency	SATS Policy Committee	SATS Technical Committee
Federal Highway Administration Illinois Division	Division Administrator Alternate: Planning, Environment, and Right-of-Way Team Leader	Planning, Environment, and Right-of-Way Team Leader
IDOT Office of Planning & Programming	Director Alternate: Metropolitan Planning Manager	Metropolitan Planning Manager
Federal Transit Administration, Region 5	Regional Administrator	Regional Administrator Appointee
Illinois Commerce Commission		Rail Safety Program Administrator
IDOT District 6 Local Roads		Project Implementation Engineer
Springfield Airport Authority		Executive Director Abraham Lincoln Capital Airport
IDOT Division of Public & Intermodal Transportation		High Speed Rail Manager

1.2 Public Participation Regulations

Federal and state regulations mandate citizen involvement and an open process for developing transportation plans.

Specifically, SATS must fulfill the requirements of federal transportation planning regulations in order for the Springfield area to maintain eligibility for Federal highway and transit funds. Basic public participation was mandated in the Inter-modal Surface Transportation Efficiency Act (ISTEA) of 1991 and reinforced by the Transportation Equity Act for the 21st Century (TEA-21) of 1998, the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) of 2005, and most recently Moving Ahead for Progress in the 21st Century (MAP-21) effective October 1, 2012.

SAFETEA-LU sought to establish even more public participation than previous transportation bills by stating that “Each metropolitan planning organization shall provide citizens, affected public agencies, representatives of public transportation employees, freight shippers, providers of freight transportation services, private providers of transportation, representatives of users of public transportation, representatives of users of pedestrian walkways and bicycle transportation facilities, representatives of the disabled, and other interested parties with a reasonable opportunity to comment on the transportation plan.”

SAFETEA-LU required that each MPO create a public participation plan that is developed in consultation with all interested parties. It also stated that all interested parties shall have reasonable opportunities to comment on the contents of the Long Range Transportation Plan (LRTP) and the Transportation Improvement Program (TIP) and any amendments to these plans.

Federal regulations and guidance as well as Illinois Open Meetings Act requirements are contained in the Appendices.

2. SATS STRATEGIES TO PROMOTE PUBLIC PARTICIPATION

The Springfield Area Transportation Study will conduct a variety of activities to provide a range of opportunities for open and inclusive public participation in the transportation planning process. The core of this process lies in the Long Range Transportation Plan (LRTP). The LRTP creates a vision for the future of the transportation system, including all modes of travel, based on characteristics of the planning area, characteristics of the transportation network, nationally recognized transportation planning factors, and the desires and needs of the communities. All SATS plans and projects are based in the LRTP. Therefore, emphasis is placed on public engagement in development of that plan.

Strategies to promote public engagement are outlined below although additional activities may be undertaken as opportunities arise.

2.1 SATS Long Range Transportation Plan Development (LRTP)

The LRTP is a fiscally constrained document resulting from regional collaboration and consensus on the transportation system in the MPA and serves as the defining vision for the region's transportation networks and services. The plan indicates all of the transportation improvements scheduled over a 25 year period and looks at the road system, local transit services, pedestrian and bicycle facilities, railroad services, air travel, and inter-city bus service. The LRTP was most recently updated in March 2015 and included active public engagement.

Efforts to engage citizens and communities in development of the Long Range Transportation Plan include:

SATS Website – All activities related to development of the Long Range Transportation Plan, related documents, and meeting minutes are posted on the SATS webpage accessed through the Planning Commission website www.sscrpc.com. The final document is available on the website.

Notifications – News releases with information regarding LRTP public activities are sent to local media and to interested parties through the SATS email contact list maintained by the SSCRPC.

Surveys – A survey of citizens is conducted at the outset of plan development. The survey is accessible through the SATS website and in paper format at various locations. Special efforts to reach out to people traditionally underserved or not previously engaged in transportation planning are made.

Citizen Advisory Committee – A committee of citizens/agencies is created to provide input to plan development. Every effort is made to involve people traditionally underserved or not previously engaged in transportation planning. The committee learns about the transportation planning process, participates in planning exercises, and makes recommendations to SATS on the 2040 LRTP.

Community Advisory Committee – A committee of communities and other jurisdictions within

the MPA is also created to provide input on plan development. The committee learns about the transportation planning process, participates in planning exercises, and makes recommendations to SATS on the 2040 LRTP. In the future SATS looks forward to working through the Regional Leadership Council to engage MPA communities in development of the LRTP.

Interactive Activities – SATS endeavors to foster two-way communication through activities such as workshops, forums, and technology-based opportunities. Additionally, visualization techniques will be employed to convey plan concepts and solicit input. A special effort will be made to involve people traditionally underserved or not previously engaged in transportation planning by working with organizations representing or serving these populations.

Public Review Periods – The public review periods and procedures established for the draft plan, significant change to the draft, and amendments to the final plan are shown in the table below. Public comments are accepted by SATS during these periods. Prior to plan adoption SATS will address and respond to comments received.

PLANNING DOCUMENT	PUBLIC REVIEW PERIOD	NOTIFICATION PROCESS
Draft Long Range Transportation Plan (LRTP)	30 days	website, agenda, contact list, news release
Significant Change* to Draft LRTP	30 days	website, agenda, contact list, news release
Amendments to LRTP	14 days	website, agenda, contact list

* The determination of whether the final LRTP is “significantly different from the one made available for public comment and raises new material issues which interested parties could not reasonably have foreseen from the public involvement effort” will be made by the SATS Policy Committee in consultation with the FHWA technical advisor and the IDOT Central Bureau technical advisor.

“Unified Planning Work Program” (UPWP) – Development, support, and implementation of the LRTP is in part accomplished through the planning activities of SATS and work of the SSCRPC staff. The UPWP outlines all transportation planning related activities that will be performed by the SSCRPC staff and SATS over a program year. It is intended to indicate planning activities to be undertaken, how the work will be coordinated and managed, what the final products and benefits will be, and how the supporting funding will be provided. Three types of tasks are addressed: *core tasks* are primary activities to be undertaken during the program year, *stretch efforts* are additional tasks that may be taken up once core tasks are addressed and should resources allow, and *future initiatives* are tasks not anticipated to be addressed in the program year but which should be considered in future work program development. The UPWP is targeted for completion each April.

2.2 Transportation Improvement Program (TIP)

The TIP is a four-year, fiscally constrained plan for transportation projects in the MPA. Any federally funded projects must be included in the TIP for any jurisdiction within the MPA.

Projects not involving federal money may also be included as submitted by the State, Sangamon County, cities, villages, agencies, and the Springfield Mass Transit District. Types of projects that appear in the TIP are road and bridge improvements/construction, mass transit operating and capitol programs, and bicycle and pedestrian way projects. Projects are listed by program year.

Illustrative projects are also listed. These do not have a dedicated source of funding but are desired and would be the first to be considered if funding became available. Projects in the TIP must also be in the Long Range Transportation Plan. The TIP is generally finalized in the summer. Any amendments to the TIP throughout the year are made to the original document which is posted on the SATS webpage.

Public Review Periods – The public review periods and procedures established for the draft TIP, significant change to the TIP, and amendments to the final TIP before adoption by the SATS Policy Committee are shown in the table below. Public comments are accepted by SATS during these periods. Prior to TIP adoption SATS will address and respond to comments received.

TRANSPORTATION IMPROVEMENT PROGRAM PUBLIC REVIEW PERIODS		
PLANNING DOCUMENT	PUBLIC REVIEW PERIOD	NOTIFICATION PROCESS
Transportation Improvement Program (TIP)	30 days	website, agenda, contact list, news release, 3 day legal notice in the State Journal Register
Significant Change* to draft TIP	30 days	website, agenda, contact list, news release
Amendments to TIP	14 days	website, agenda, contact list

* The determination of whether the final TIP is “significantly different from the one made available for public comment and raises new material issues which interested parties could not reasonably have foreseen from the public involvement effort” will be made by the SATS Policy Committee in consultation with the FHWA technical advisor and the IDOT Central Bureau technical advisor.

Public Information Session - A public information session will be conducted at the SATS Technical Committee meeting held prior to the SATS Policy Committee meeting when a vote is scheduled on a final Transportation Improvement Program. The public information session will be an item on the Technical Committee meeting agenda. A notice will be placed in the State Journal Register informing the community that a public information session is scheduled to take comments on the TIP and a notice will be sent to the SATS Contact List.

Project Visualization – An effort to identify TIP projects on Google maps through the document on the SATS website will be made. Using satellite imagery an aerial view of the project identifies its location. This is particularly helpful with visualizing new construction. Related project information is also available.

“Annual Listing of Federally Obligated Projects” - This document includes all of the projects

in the Transportation Improvement Program that were funded with Federal Highway Administration and Federal Transit Administration money during the previous planning year. The FHWA sends data regarding these projects to the SSCRPC in August. Staff then confirms the data and creates a report for public information in September.

NOTE: The SATS public participation process for development of the Transportation Improvement Program satisfies the public participation requirement for the SMTD Program of Projects.

2.3 Public Participation Plan (PPP)

The Public Participation Plan is reviewed and updated every two years. The first PPP was adopted in June 2007. The PPP is provided to the Federal Highway Administration and the Federal Transit Administration and is posted on the SATS website. The next update is scheduled for May 2017.

Public Review Period – The public review period and procedures established for the draft PPP before adoption by the SATS Policy Committee are shown in the table below. Prior to plan adoption SATS will address and respond to comments received.

PUBLIC PARTICIPATION PLAN PUBLIC REVIEW PERIOD		
PLANNING DOCUMENT	PUBLIC REVIEW PERIOD	NOTIFICATION PROCESS
Draft Public Participation Plan (PPP)	45 days	website, agenda, contact list, news release, newspaper ad

NOTE: The SATS public participation process satisfies the public participation requirement for SMTD planning and for SMTD Program of Projects.

2.4 Open Access

Open and Accessible Meetings - Public meetings are an important component of the planning process and offer opportunities for direct public participation and oversight. SATS Policy and Technical Committee meetings are held at the SSCRPC office located in the Sangamon County Building and are open to the public. There is a specific time at each meeting designated for public comments.

A schedule of meeting times is posted on the SATS website and in the first floor hallway of the Sangamon County building and distributed to the SATS Contact List prior to the beginning of each calendar year.

At least 48 hours, but usually one week, prior to each meeting an agenda, draft copy of the previous meeting’s minutes, and relevant documents are sent to all parties on the SATS Contact List, which includes local media. An agenda is also posted outside the Planning Commission office and in the first floor hallway of the Sangamon County Building. Other special meetings will always be held at a time and place deemed accessible and convenient.

Agendas and meeting minutes will be available online for at least one year. An archive of planning documents will be established online. Additionally, a library of hard copies will be maintained with copies available to the public upon request.

SATS Contact List – Planning Commission staff maintain a list of interested parties who are sent notifications of SATS meetings, activities, documents, public engagement opportunities, meeting schedules, and SATS member agencies’ outreach events. Anyone can be added to the list and special effort is made to reach out to potential stakeholders. Currently the list consists of the following number of people representing categories identified in federal regulation: Citizens – 6; Affected Public Agencies – 27; Representatives of Public Transportation Employees – 2; Providers of Freight Services – 2; Representatives of Users of Public Transportation – 3; Representatives of Users of Pedestrian Walkways and Bicycle Transportation Facilities -5; Representatives of People with Disabilities – 2; Other Interested Parties – 18; Media -7.

Social Media – SATS will utilize the SSCRPC Facebook page to keep interested parties informed of meetings, events, public participation opportunities, document preparation processes, public review periods, and other transportation activities in a timely manner. Additionally this forum will be used interactively as a public participation tool.

Document Availability – All final plans, meeting agendas, meeting minutes, reports, and other planning documents are available on the SATS website and at the Planning Commission office.

Draft Documents – At this time draft plans are made available for public review on the SATS website, at the Planning Commission office, the Springfield Mass Transit District office, Lincoln Library, Chatham Public Library, and the Springfield Urban League. Efforts will be made to expand the availability for public review.

Considering the Needs of the Traditionally Underserved - Federal regulations define the traditionally underserved as low-income and minority households. Because they may face challenges accessing employment and other services and their needs may have been overlooked in the past, it is important to seek out and consider the needs of the traditionally underserved. The map on page 11 highlights census tracts with traditionally underserved people comprising 35% or more of total population. In total, these represent 45% of the minority population and 42% of people living in poverty within the MPA according to the 2010 Census.

To involve the traditionally underserved in the transportation planning process SATS has contacted organizations representing or providing services to the traditionally underserved and worked with them to engage this population during the Long Range Transportation Plan development process. In development of the 2040 LRTP, this included outreach to these organizations to have people complete the citizen survey and serve on the Citizens Advisory Committee.

Additionally, SATS will work to locate places such as libraries, churches, schools, and community service organizations in the identified census tracts to have transportation planning documents available for review. The Springfield Urban League is helping with this effort.

Coordinating with Other Jurisdictions, Agencies, Planning Activities, Federal Land Management Agencies, and Tribal Governments - SATS will continue efforts to coordinate with other governmental bodies and agencies having an interest in the transportation network and with relevant planning activities undertaken by these parties. Specific activities will include (but not be limited to) working with other MPA jurisdictions during the Long Range Transportation Plan update process, communication through the SATS Contact List, involvement with the development of community comprehensive plans, coordination with the Sangamon County Regional Comprehensive Plan Team, coordination with Sangamon/Menard Area Regional Transit as that service develops to serve the rural areas of Sangamon and Menard counties, coordination with statewide planning efforts undertaken by the Illinois Department of Transportation, and coordination with the Abraham Lincoln Home National Historic Site. (At this time no Native American Tribes have been identified in the SATS planning area.)

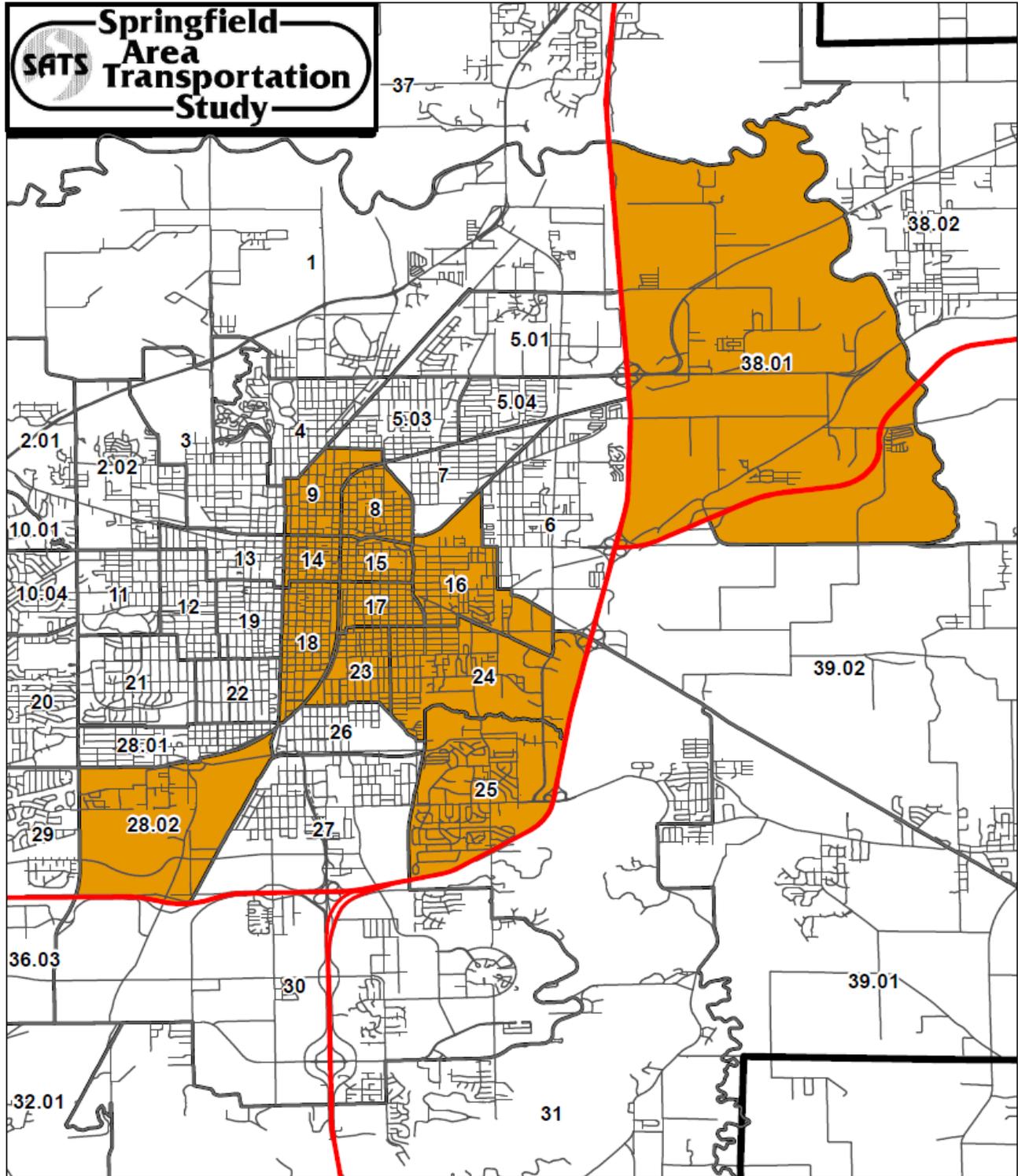
Including People with Limited English Proficiency – According to the U.S. Census Bureau 2008-2012 American Community Survey there are 122 people living in the Metropolitan Planning Area who speak English “not at all”. This represents 0.08% of the total population. Of these 122 people the language spoken at home is 43% Spanish, 36% Other Indo-European Languages, 11% Asian and Pacific Island Languages, and 10% Other Languages. With the small number of people having limited English proficiency and the wide array of languages spoken, when an interpreter is needed SATS will utilize online services such as Google Translate (<http://translate.google.com/>) or a telephone interpreter service such as Language Line <http://www.language.com/>.

Other Special Activities – In support of the Long Range Transportation plan other public engagement activities will be held as needed.

2.5 Reviewing the Effectiveness of the Public Participation Plan

To review the effectiveness of the activities identified in this Plan SATS will:

- 1.Document the public participation activities conducted each year and the number of citizens involved in each activity.
- 2.Request feedback from people attending meetings or participating in the transportation planning process.
- 3.Review public participation documentation and feedback each year.



Census Tracts with Traditionally Underserved People Comprising 35% or More of the Population*

0 1 2 Miles



prepared by: BMS, 1/22/13
Springfield-Sangamon County Regional Planning Commission
Sources: US Census 2010/ACS 2010 - 5 Year Estimates

*Traditionally Underserved Populations refers to persons below the poverty level plus ethnic/racial minorities. Map highlights those tracts where one or both of these groups exceeds 35% of tract population.

APPENDIX A

Federal Regulations and Guidance

1. Code of Federal Regulations

The Code of Federal Regulations (CFR) is the codification of the general and permanent rules published in the Federal Register by the executive departments and agencies of the Federal Government.

Title 23 Highways Part 450 Planning Assistance and Standards Chapter 316 Interested parties, participation, and consultation., revised most recently in 2007, establishes the criteria for public participation in the metropolitan planning process as follows:

(a) The MPO shall develop and use a documented participation plan that defines a process for providing citizens, affected public agencies, representatives of public transportation employees, freight shippers, providers of freight transportation services, private providers of transportation, representatives of users of public transportation, representatives of users of pedestrian walkways and bicycle transportation facilities, representatives of the disabled, and other interested parties with reasonable opportunities to be involved in the metropolitan transportation planning process.

(1) The participation plan shall be developed by the MPO in consultation with all interested parties and shall, at a minimum, describe explicit procedures, strategies, and desired outcomes for:

(i) Providing adequate public notice of public participation activities and time for public review and comment at key decision points, including but not limited to a reasonable opportunity to comment on the proposed metropolitan transportation plan and the TIP;

(ii) Providing timely notice and reasonable access to information about transportation issues and processes;

(iii) Employing visualization techniques to describe metropolitan transportation plans and TIPs;

(iv) Making public information (technical information and meeting notices) available in electronically accessible formats and means, such as the World Wide Web;

(v) Holding any public meetings at convenient and accessible locations and times;

(vi) Demonstrating explicit consideration and response to public input received during the development of the metropolitan transportation plan and the TIP;

(vii) Seeking out and considering the needs of those traditionally underserved by existing transportation systems, such as low-income and minority households, who may face challenges accessing employment and other services;

(viii) Providing an additional opportunity for public comment, if the final metropolitan transportation plan or TIP differs significantly from the version that was made available for public comment by the MPO and raises new material issues which interested parties could not reasonably have foreseen from the public involvement efforts;

(ix) Coordinating with the statewide transportation planning public involvement and consultation processes under subpart B of this part; and

(x) Periodically reviewing the effectiveness of the procedures and strategies contained in the participation plan to ensure a full and open participation process.

(2) When significant written and oral comments are received on the draft metropolitan transportation plan and TIP (including the financial plans) as a result of the participation process in this section or the interagency consultation process required under the EPA transportation conformity regulations (40 CFR part 93 [*Title 40 Protection of Environment Chapter I Environmental Protection Agency Subchapter C – Air Programs Part 93 Determining conformity of Federal Actions to State or Federal Implementation Plans Chapter 105 Consultation*]), a summary, analysis, and report on the disposition of comments shall be made as part of the final metropolitan transportation plan and TIP.

(3) A minimum public comment period of 45 calendar days shall be provided before the initial or revised participation plan is adopted by the MPO. Copies of the approved participation plan shall be provided to the FHWA and the FTA for informational purposes and shall be posted on the World Wide Web, to the maximum extent practicable.

(b) In developing metropolitan transportation plans and TIPs, the MPO should consult with agencies and officials responsible for other planning activities within the MPA that are affected by transportation (including State and local planned growth, economic development, environmental protection, airport operations, or freight movements) or coordinate its planning process (to the maximum extent practicable) with such planning activities. In addition, metropolitan transportation plans and TIPs shall be developed with due consideration of other related planning activities within the metropolitan area, and the process shall provide for the design and delivery of transportation services within the area that are provided by:

(1) Recipients of assistance under title 49 U.S.C. Chapter 53 (*Federal Transit funding*);

(2) Governmental agencies and nonprofit organizations (including representatives of the agencies and organizations) that receive Federal assistance from a source other than the U.S. Department of Transportation to provide non-emergency transportation services; and

(3) Recipients of assistance under 23 U.S.C. 204 (*Federal Highway funding*).

(c) When the MPA includes Indian Tribal lands, the MPO shall appropriately involve the Indian Tribal government(s) in the development of the metropolitan transportation plan and the TIP (*no Indian Tribal lands have been identified in the SATS Metropolitan Planning Area*).

(d) When the MPA includes Federal public lands, the MPO shall appropriately involve the Federal land management agencies in the development of the metropolitan transportation plan and the TIP (*the SATS MPA includes the Abraham Lincoln Home National Historic Site*).

(e) MPOs shall, to the extent practicable, develop a documented process(es) that outlines roles, responsibilities, and key decision points for consulting with other governments and agencies, as defined in paragraphs (b), (c), and (d) of this section, which may be included in the agreement(s) developed under § 450.314.

Title 49 Transportation Chapter VI Federal Transit Administration Part 613 Planning Assistance and Standards Subpart A Metropolitan transportation planning and programming. presents rules related to MPOs, including public participation, in a few sentences which refer to Title 23 cited above.

“The regulations in 23 CFR part 450, subpart C, shall be followed in complying with the requirements of this subpart. The definitions in 23 CFR 450, subpart A, shall apply.” 23 CFR part 450, subpart C, requires a metropolitan planning organization (MPO) be designated for each urbanized area and that the metropolitan area have a continuing, cooperative, and comprehensive transportation planning process that results in plans and programs that consider all transportation modes. These plans and programs shall lead to the development of an integrated, intermodal metropolitan transportation system that facilitates the efficient, economic movement of people and goods.”

2. Civil Rights Act of 1964

Title VI Nondiscrimination In Federally Assisted Programs: Civil Rights Act of 1964 protects persons from discrimination based on their race, color, or national origin in programs and activities that receive Federal financial assistance. The MPO is funded at the federal level, so all transportation planning processes must comply with this law.

Environmental Justice stems from Title VI, focusing on including low income and minority populations in federally funded programs. Environmental Justice has three general principles:

- To avoid, minimize, or mitigate disproportionately high and adverse human health and environmental effects, including social and economic effects, on minority populations and low-income populations
- To ensure the full and fair participation by all potentially affected communities in the transportation decision-making process
- To prevent the denial of, reduction in, or significant delay in the receipt of benefits by minority and low-income populations.

Providing the opportunity for everyone to participate in the transportation planning process, ensures that the needs and desires of the whole community can be considered.

APPENDIX B

Illinois Open Meetings Act

The Illinois Open Meetings Act seeks “to ensure that the actions of public bodies be taken openly and that their deliberations be conducted openly”. Public bodies, such as the MPO, must hold meetings that are open to the public, provide a period for public comment, and are advertised in advance of the meeting. Subcommittees of these public bodies that are all or in part subsidized by tax revenue must comply with the Act. In addition, the Act requires that agendas and minutes from the meetings be posted on the agency website and be available for review in the agency offices.