

Chapter 3

Public Participation & Consultation

Public Participation Plan

Introduction & Purpose

Public participation is a critical part of the planning process. Without the involvement of local citizens, designing a program that effectively meets the needs of the public can be difficult. The Region 2 Planning Commission (R2PC), as the state designated Metropolitan Planning Organization (MPO) for the Jackson County census-designated Urbanized Area, acting through the Jackson Area Comprehensive Transportation Study (JACTS), actively seeks to incorporate the involvement of the public in its planning efforts pursuant to the Public Participation Plan (PPP) that is designed to accomplish the following goals:

- Comply with the public participation requirements of the Fixing America's Surface Transportation (FAST) Act and Infrastructure Investment and Jobs Act (IIJA).
- Provide opportunities for Jackson County residents and citizen-based organizations to identify priorities, discuss views, and provide input into plans, projects, or policies of the MPO.
- Listen, inform, and educate citizens about the MPO's planning initiatives.
- Achieve participation and partnership among the public, the Region 2 Planning Commission, the Michigan Department of Transportation (MDOT), Federal Highways Administration (FHWA), Federal Transit Administration (FTA) and local governmental jurisdictions in the planning and execution of projects.

The purpose of this document is to provide a clear directive for the public participation activities undertaken by JACTS as it pertains to the MPO's primary responsibilities that include the development and implementation of the Long Range Transportation Plan (LRTP), the Transportation Improvement Program (TIP), and the Urban Transportation Unified Work Program (UWP).

This is accomplished by adhering to the following principles:

- Early and continuous involvement
- Reasonable public availability of technical data and other information
- Collaborative input on alternatives, evaluation criteria, and mitigation needs
- Open meetings where matters related to transportation policies, programs, and projects are being considered
- Open access to the decision-making process prior to closure

Compliance with Federal Requirements

The JACTS Public Participation Plan was originally adopted in 1994 to meet the requirements of the 1991 Intermodal Surface Transportation Efficiency Act (ISTEA). In 1998, ISTEA was succeeded by the Transportation Equity Act for the 21st Century (TEA-21). These federal acts required that MPOs develop and use a proactive public participation process that provides complete information, timely public notice, full public access to key decisions, and supports early and continuing involvement in development of Long-Range Transportation Plans (LRTPs) and Transportation Improvement Programs (TIPs). In 2006, the Safe, Affordable, Flexible and Efficient Transportation Equity Act – A Legacy for Users (SAFETEA-LU) expanded public participation provisions requiring MPOs to develop enhanced participation plans, have public meetings at accessible locations and at convenient times, include visualization techniques in transportation plans and TIPs, and make plans available online. The FAST Act further emphasized these requirements when it passed in 2015 and the IIJA continues to stress the importance of public participation.

Title VI of the Civil Rights Act of 1964 requires agencies receiving federal funds to provide language assistance measures for individuals with limited English proficiency. If you require translation of any Region 2 Planning Commission documents or need assistance at a public meeting, please contact the Region 2 Planning Commission office staff at (517) 788-4426 or submit a comment form online at www.region2planning.com/contact.

Description of Public Participation Activities

JACTS will consult with governmental units within the MPO, local economic development organizations, freight related businesses, non-motorized transportation organizations, local transportation providers, and other interested parties in the development of the LRTP, TIP, and the UWP. The Jackson MPO will also conduct outreach, public comment periods, and public meetings.

The three documents in the above paragraph will be published for a minimum of 30 days to receive public comment before adoption. For any amendments that are deemed necessary once any of the publications are adopted, the Jackson MPO shall publish at least one notice in a local news publication of general circulation within the Jackson Urbanized Area prior to approval of the amendment.

The JACTS Participation Plan consists of the following tools:

- | | |
|--|-----------------------------|
| 1) Notice of Meetings and Public Comment Periods | 5) Outreach |
| 2) Annual Report | 6) Visualization Techniques |
| 3) Public Hearings | 7) Environmental Justice |
| 4) Internet, Newspaper & Other Media | 8) Development and Analysis |
| | 9) Performance Measures |

1. Notice of Meetings & Public Comment Periods

JACTS maintains two standing committees to advise the R2PC Board, the Technical Advisory Committee (TAC) and Policy Committee. The JACTS TAC members include

engineers (City of Jackson, Jackson County, and MDOT), planners (MDOT and R2PC), technical staff (JATA, Jackson County Airport, and the Enterprise Group), and representatives from local government agencies, MDOT, and FHWA. The committee reviews plans and programs and makes technical recommendations to the JACTS Policy Committee.

Members of the JACTS Policy Committee consist mostly of elected and appointed officials representing local units of government within the Jackson Urbanized Area (Jackson County, City of Jackson, and Blackman, Leoni, Napoleon, Sandstone, Spring Arbor, and Summit Townships), along with agency boards (Jackson County Airport, JACTS TAC, JATA, MDOT, and R2PC). The JACTS Policy Committee acts on recommendations from the TAC and recommends formal action to the R2PC Board. Engineers and planners of the JACTS TAC will also attend the JACTS Policy meetings.

The R2PC Board is composed of two committees; the Full Commission and the Executive Committee. The Full Commission is made up of the local units of government within Jackson, Hillsdale, and Lenawee counties that contribute annually to the operating costs of the commission. The Executive Committee is comprised of a subset of representatives from the Full Commission. All members of R2PC have representation on the R2PC Board and final authority over all Jackson MPO decisions. All meetings of the JACTS TAC, JACTS Policy Committee and R2PC Board are open to the public and held at locations which comply with the Americans with Disabilities Act (ADA) regulations. Individuals with disabilities may request aids/services within a reasonable time period to participate in the meeting. To do so, please submit a comment form on the R2PC website at www.region2planning.com/contact. Additionally, a public comment item is included on all agendas for any person wishing to address committee members.

Meeting notifications, including date, location, and agenda, are published on the R2PC website, www.region2planning.com, in the Jackson Citizen Patriot newspaper, and in its digital presence, www.mlive.com. Individuals who would like to be placed on the e-mail list to receive meeting notifications can do so by filling out the R2PC comment form at www.region2planning.com/contact.

a. Special Meetings, Workshops, and Public Meetings

Although the majority of the MPO's business can be conducted at regularly scheduled meetings, when significant planning initiatives arise including updating the LRTP or developing the TIP, staff may conduct special meetings, workshops, or public meetings. These events will be administered in the same manner as regularly scheduled meetings.

When public comments are received on plans, programs, or other MPO activities, they are summarized and forwarded to the JACTS TAC, JACTS Policy Committee and the R2PC Board prior to any formal action to adopt or approve the plan, study, or project by the MPO. Copies of comments are kept on file and are available for public review. Comments requesting a formal response are answered within 30 days.

2. Annual Report

The agency's annual report reviews and highlights the activities that R2PC has undertaken during the previous fiscal year and is distributed to the R2PC membership and all governmental jurisdictions, agencies, committee members, and individuals

included on the R2PC's general mailing list. The report is published and presented at the R2PC annual meeting, and is available on the agency's website.

The report is a summary of the previous year's activities in transportation, community planning, and traffic safety. Content includes updates on planning studies, completed and upcoming roadway construction projects, and other general information concerning the activities of the R2PC. The report also contains the names, phone numbers, and e-mail addresses of the staff members. R2PC anticipates to publish annual reports beginning in Calendar Year (CY) 2023.

3. Public Meetings

Before approving any federally required document, the Jackson MPO will conduct a public meeting to solicit comments. Such meetings will take place during the regularly scheduled JACTS meeting, unless deemed otherwise by the JACTS Policy Committee. Notice of the opportunity for public comment will be administered in the same manner as notice of regularly scheduled meetings. To supplement the opportunity for public comment, the Jackson MPO may also engage in hosting public information/open house meetings in publicly convenient and accessible locations.

4. Internet, Newspaper, & Other Media

Staff will use the internet and the newspaper to inform the public of the development of transportation planning processes and products, such as the LRTP and the TIP. The internet and email will be used as a regular part of the public participation notification process, as they have a broad public reach. Notices will also go out to the public by means of the newspaper, on the radio, and at community institutions like libraries, churches, and schools to help bridge the digital divide to reach the public without internet access when appropriate.

5. Outreach Activities

Staff will attempt to identify and contact special interest groups in the community to assure their opportunity to have input and to encourage the involvement of persons who have traditionally been under-served. This would include organizations such as minority populations, low-income populations, private transportation providers, and others. These groups will receive a direct mailing which describes the transportation planning process and their opportunity for input. This includes, but is not limited to, the following:

- Public agencies
- Private transportation providers
- Law enforcement agencies
- Providers of freight transportation
- Railroad companies
- Environmental organizations
- Major employers
- Chambers of commerce

- Travel and tourism offices
- Human service agencies
- Interested citizens
- Agencies and organizations that represent:
 - The elderly
 - The disabled
 - Non-motorized users
 - Minority groups
 - Low-income populations

This list will be continuously updated and groups may be added at any time.

These groups may be notified when:

- 1) A particular agenda item directly impacts an agency or their clientele.
- 2) Planning and development of a major project such as an update of the LRTP or TIP.
- 3) At the request of a JACTS committee member.

6. Visualization Techniques

R2PC will utilize a variety of visualization activities to collect, inform, and educate the public regarding transportation projects, plans, and programs. The activities may include mapping through Geographic Information Systems (GIS), computer model simulations, and photographs. As technology continues to change, visualization techniques will evolve to improve interaction with the public.

7. Environmental Justice

In April 1997, the US Department of Transportation (DOT) issued the environmental justice order to address Environmental Justice in Minority Populations and Low Income Populations (DOT Order 5610.2). The order describes the process for incorporating environmental justice principles into all DOT programs, policies, and activities.

Environmental justice (EJ) is an important part of the planning process and must be considered in the development of the LRTP, TIP, and other JACTS projects. There are three fundamental principles of environmental justice:

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

Staff will identify residential, employment, and transportation patterns of low-income and minority populations so that their needs can be identified and addressed and the benefits and burdens of transportation are fairly distributed.

Staff will continue to evaluate and improve the Public Participation Plan to eliminate barriers to low-income and minority involvement. However, the Jackson MPO cannot do this alone. Agencies and individuals who are connected to these communities are welcomed to participate and facilitate public involvement. Only by the participation of these individuals and groups can JACTS/R2PC advance the letter, spirit, and intent of environmental justice in transportation.

8. Development & Analysis

The Jackson MPO will continue to analyze and update the demographic profile of the transportation planning area that includes the location of minority and low-income populations as required by environmental justice legislation. Maps will be developed showing the proposed LRTP projects in relationship with these areas.

9. Performance Measures

R2PC will determine the success of the Public Participation Plan by evaluating the number and diversity of residents involved in the public involvement process.

Conclusion

The R2PC Public Participation Plan will be reviewed and monitored on a regular basis to maintain its timeliness and effectiveness. Following the principles of the Public Participation Plan will ensure the opportunity for access by the public and encourage proactive public participation in all aspects of the transportation planning process. This increased access for local residents and other groups will help foster the continuous improvement of the Jackson MPO plans and programs to best serve the residents of Jackson County.

Comments or questions concerning the Public Participation Plan should be directed to:

Brett Gatz, Planner
Region 2 Planning Commission
Jackson County Tower Building
120 W. Michigan Avenue - 9th Floor
Jackson, MI 49201
(517) 768-6706
bgatz@mijackson.org

Consultation

MAP-21, a previous federal transportation bill, required that the Jackson MPO consult with federal, state, and local entities that are responsible for the following:

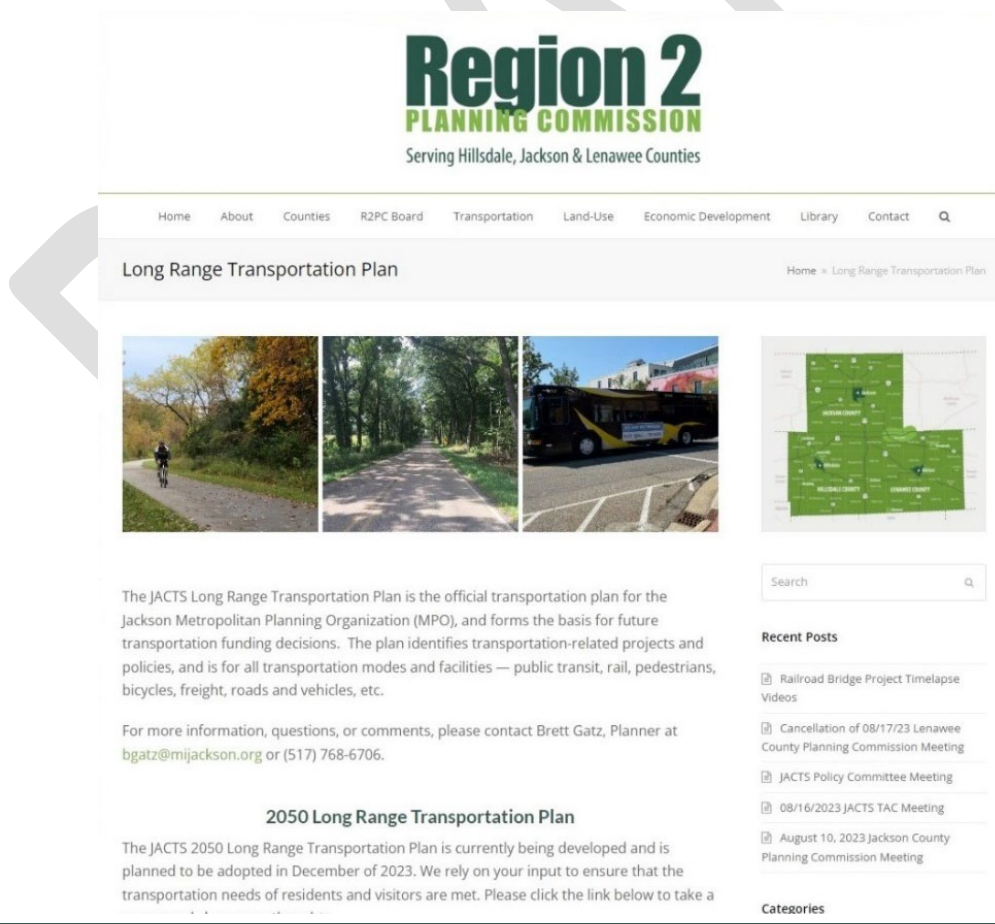
- Economic growth and development
- Environmental protection
- Airport operations
- Freight movement
- Land use management
- Natural resources
- Conservation
- Historic preservation
- Human service transportation providers

The goal of this process is to eliminate or minimize conflicts with other agencies' plans and programs that impact transportation.

Public Participation & Consultation

There were multiple opportunities for public input throughout the planning process. Monthly updates were given at the JACTS Technical and Policy Meetings. JACTS meetings were also advertised on the Region 2 Planning Commission website. A Project Steering Committee was developed and met a few times to gather specific public input.

Figure 3-1
Project Website Homepage



Public Outreach

A memo, dated May 17, 2023, was provided to the following agencies notifying them of the 2050 Long Range Transportation Plan Public Kickoff Meeting on June 1, 2023:

- City of Jackson
- Consumers Energy
- The Enterprise Group
- Henry Ford Allegiance Health
- JACTS Policy Committee
- JACTS Technical Advisory Committee
- Jackson Area Transportation Authority
- Jackson County Board of Commissioners
- Jackson County Chamber of Commerce
- Jackson County Department of Transportation
- Jackson County Planning Commission
- Jackson Downtown Development Authority
- Michigan Department of Transportation
- Region 2 Planning Commission

Public notices for the 2050 Long Range Transportation Plan Steering Committee Meetings were posted on the Region 2 Planning Commission website. These entities were also notified each time draft chapters of the plan were made available for review, when the 30-day public comment period began, when public meetings were held in the fall of 2023, and when the final draft plan was available for review.

Memos notifying these parties were distributed via email for the following project updates. Copies of these memos, and other related ones, are found in Appendix A.

Table 3-1: Meeting Date & Notification Table

| Date | Plan Milestone Notification | Groups Notified |
|-----------------------|---|---|
| <i>May 17, 2023</i> | June 1, 2023 Steering Committee Kickoff Meeting | -Project Steering Committee -JACTS Technical Committee -JACTS Policy Committee -Region 2 Planning Commission |
| <i>June 7, 2023</i> | Chapters 4, 5, 7, 8, and 12 draft review | -JACTS Technical Committee -JACTS Policy Committee -Region 2 Planning Commission |
| <i>July 5, 2023</i> | Chapters 2, 6, 9, 10, and 11 draft review | -JACTS Technical Committee -JACTS Policy Committee -Region 2 Planning Commission |
| <i>July 6, 2023</i> | July 18, 2023 Steering Committee Meeting | -Project Steering Committee -JACTS Technical Committee -JACTS Policy Committee -Region 2 Planning Commission |
| <i>August 9, 2023</i> | Chapters 1, 3, 13, and 14 draft review | -JACTS Technical Committee -JACTS Policy Committee -Region 2 Planning Commission |

| | | |
|--------------------|--|---|
| August 15, 2023 | August 23, 2023 Steering Committee Meeting | -Project Steering Committee -JACTS Technical Committee -JACTS Policy Committee -Region 2 Planning Commission |
| September 20, 2023 | Notice for public meetings and draft plan available for review | -JACTS Technical Committee -JACTS Policy Committee -Region 2 Planning Commission |

Project Steering Committee

The 2050 Long Range Transportation Plan Steering Committee was assembled to provide specific input into the project. Steering Committee meetings were held on June 1, 2023, July 18, 2023, and August 23, 2023 to discuss the plan and provide opportunity for public engagement. The committee was arranged to gather input from agencies who represent local communities, Act 51 Agencies, county-wide transit services, aging population, mobility impairment, advocates for non-motorized transportation, traffic safety, and state transportation. Membership included representatives from:

- City of Jackson – Engineering Division
- Consumers Energy
- Jackson Area Transportation Authority
- Jackson County Board of Commissioners
- Jackson County Chamber of Commerce
- Jackson County Department of Transportation
- MDOT – Lansing Office
- MDOT – University Region
- Region 2 Planning Commission Board
- Region 2 Planning Commission Staff

Response/Comments

A list of the public comments that the Region 2 Planning Commission received during the planning process are provided on the next page. The 30-day public comment period started on September 15 and lasted until October 16.

**Figure 3-2
Project Website
Meeting Announcement**

JACTS 2050 Long Range Transportation Plan Steering Committee Meeting

There will be a JACTS 2050 Long Range Transportation Plan Steering Committee Meeting on Tuesday, July 18, 2023 at 11:00 a.m. This meeting will be held at the Jackson County Tower Bldg., 120 W. Michigan Ave., 17th Floor, Jackson, MI....

[read more](#)

Public Comments

- “My name is Faustina (Tina) Beagle. A mother & voice plus advocate for my son Kory C Wittman II, who was killed on March 19, 2022, while walking on Parnall Road. Kory is just one of many victims.

We want to ensure that pedestrian safety is always a priority, and not an afterthought due to an injury or traumatic death. Pedestrians, walkers, runners, bicyclist and people who are on a motorized wheelchair deserve to feel and be safe.

We would like your records to show that residents of Jackson County want to see trails expanded & enhanced in and throughout Jackson County, Michigan. To clarify, this would include both the city as well as the country roads.”

Two pictures of the car that hit her son were provided. These can be found in Appendix A, page A-10.

- “In future planning on road structures in and around Jackson County, MI, safety along every road with at least 6 feet minimum, for all pedestrians, wheel chairs, etc., in places where sidewalks are not applicable. With the extra space on the road shoulder, pedestrians will be able to utilize it during our winter season, because they will be plowed.
- “Mowing along the county roads is a priority in our opinion. Should be completed more than twice a year. Pedestrians need a safe and mowed area to walk on. NO ONE wants to walk in weeds that are KNEE HIGH. We are being poked by all the prickier weeds, along with having to remove TICKS off us and pets. Just a reminder, TICKS = LYME DISEASE.”
- “Safe path to parks and/or schools, for family communities who live quarter mile up the road. This should at least have some lighting.”

There were no comments from the Consultation agencies.