



# Public Participation Plan

Rockford Metropolitan Planning Organization  
Final Plan | January 2023



# Public Participation Plan

*For the planning and related activities to be performed  
by the Rockford Metropolitan Planning Organization*

This document has been prepared by the Region 1 Planning Council in collaboration with its member agencies, partnership organizations, and local stakeholders.

**This report was prepared in cooperation with the following:**

U.S. Department of Transportation (U.S. DOT)  
Federal Highway Administration (FHWA)  
Federal Transit Administration (FTA)  
Illinois Department of Transportation (IDOT)  
Rockford Mass Transit Agency (RMTD)  
Local Units of Government

The contents, views, policies, and conclusions expressed in this report are not necessarily those of the above agencies.



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# Introduction

This Public Participation Plan (PPP) sets forth the policies, procedures, and methods utilized by Region 1 Planning Council (R1) for involving the general public and area transportation stakeholders in the transportation planning and programming activities of the Rockford Metropolitan Planning Organization (MPO) for the Rockford Metropolitan Area (MPA). The PPP is a federally-required document that defines the process for providing the public, stakeholders, and interested parties with reasonable opportunities to be involved in the metropolitan transportation planning process.

This plan has been developed in cooperation with the Illinois Department of Transportation (IDOT), Rockford Mass Transit District (RMTD), local governments, and interested parties in accordance with “Final Ruling on Statewide and Nonmetropolitan Transportation Planning; Metropolitan Transportation Planning” (23 CFR Parts 450 and 771/49 CFR Part 613).

## About the Rockford Region The Rockford Region

The Rockford Metropolitan Planning Area (MPA) is located in north central Illinois, near the state border of Wisconsin. As shown in Figure 1-1, the Rockford MPA is smaller than the boundaries of Boone, Ogle, and Winnebago Counties and covers approximately 440 square miles. The region has relatively flat terrain and is at the confluence of four major river systems in northern Illinois, including the Kishwaukee River, Pecatonica River, Sugar River, and Rock River, the largest and most central.

The City of Rockford forms the primary urban core of the region and is the third-largest city in Illinois, encompassing approximately 64 square miles. In total, the MPA encompasses 15 municipalities, including the Cities of Belvidere, Byron, Loves Park, and Rockford, and the Villages of Caledonia, Cherry Valley, Davis Junction, Machesney Park, Monroe Center, New Milford, Poplar Grove, Roscoe, Stillman Valley, Timberlane, and Winnebago. While many of the incorporated jurisdictions within the MPA are a mix of urban and suburban development patterns, some municipalities and unincorporated areas of the MPA are largely agriculturally-based with strong ties to their rural heritage.

The region’s urbanized areas (UA) has grown by more than 13.5 percent from 2000 to 2017. The majority of residential growth appears to be the northeastern and eastern sections of the MPA. Areas directly west and to the southwest of the City of Rockford are unlikely to experience much housing growth, however commercial and industrial development is anticipated, particularly around the I-39/Baxter Road interchange, the Chicago Rockford International Airport, and the U.S. Route 20/IL-2 interchange. Considerable commercial and industrial development is also anticipated to occur in Belvidere around the U.S. Route 20 and I-90 corridors.

The population of the three-county region was estimated to be around 387,721 in 2020. Of those, 291,973 live within census-defined urbanized areas within the MPA. The population density of the urbanized<sup>i</sup> areas is approximately 1,831 people per square mile. The bulk of this population resides in Winnebago County.

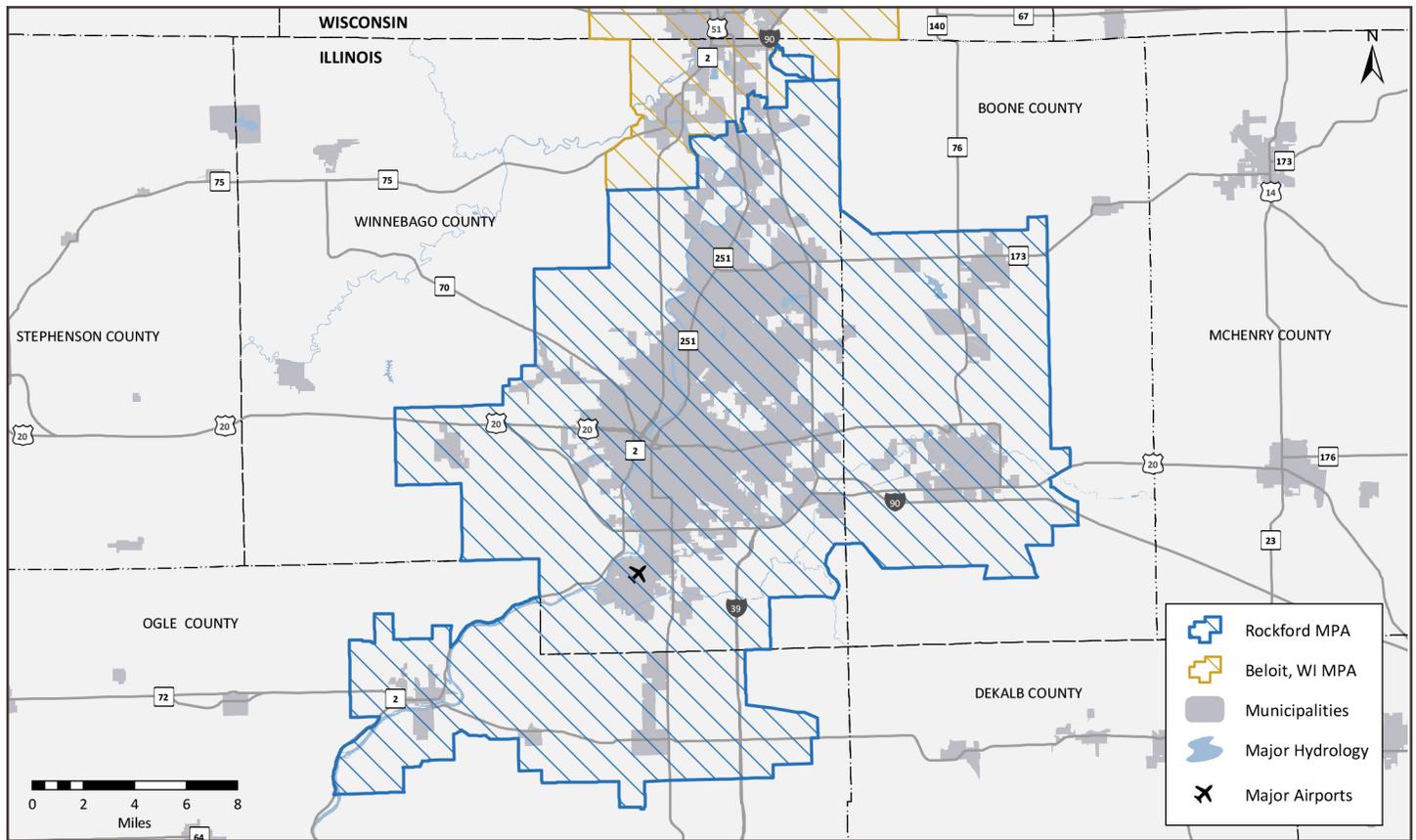
According to the U.S Census’s 2020 American Community Survey (ACS) 5-Year Estimates, racial minorities comprise 32.5 percent of the population within the Metropolitan Planning Area (MPA). African Americans alone represent 12.2 percent of the population. Those of Asian descent alone represent about 3.0 percent of population. American Indian and Hawaiian or Pacific Islander alone combined make up less than one percent of the population (0.66%).

The U.S. Census Bureau considers race and ethnicity to be two separate and distinct concepts. The Census Bureau defines race as a person’s self-identification with one or more social groups. Ethnicity determines whether a person is of Hispanic origin or not.

*Source: U.S. Census Bureau*

<sup>i</sup> The MPA consists of three census-defined urban areas – Byron, IL, Davis Junction Village, IL Urban Cluster, and the Rockford, IL Urbanized Area.

**Figure 1-1.** Rockford Metropolitan Planning Area

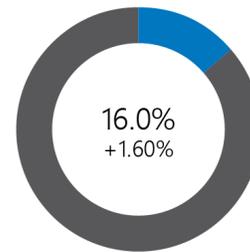


**Figure 1-2.** Total Population



**Figure 1-3.** Ethnicity

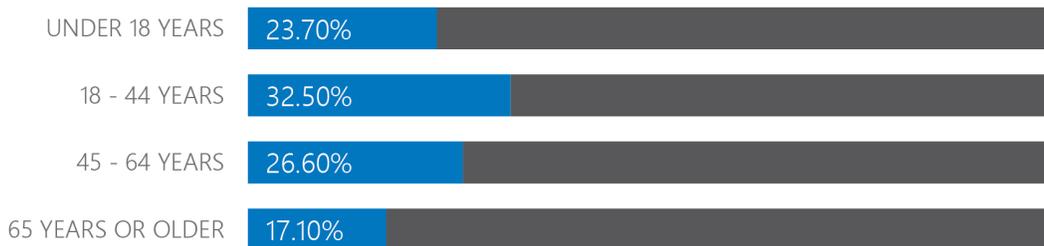
## Ethnicity



The largest and fastest growing minority population in the region is Hispanic and Latinos, at 16.0 percent.

**Figure 1-4.** Age Distribution

## Age



Youths under 18 years of age compose 23.7 percent of the MPA, working age adults (18-64) make up 59.1 percent, with 17.1 percent of residents living in the MPA being over the age of 65.

The remainder identify as either two or more or some other race.<sup>ii</sup> The Hispanic ethnicity comprises the largest minority population in the planning area at 16.0 percent. In 2010, White people represented 77.6 percent of the population and in 2020 dropped to representing 67.5 percent of the metropolitan planning area population. Considerable growth has occurred in both the African American and Hispanic populations between 2010 and 2020. The growth of the Hispanic population since 2000 in particular can partially be explained by the addition of the City of Belvidere to the MPA.

## About Region 1 Planning Council

Region 1 Planning Council (R1) is a special-purpose, regional government agency designated to coordinate intergovernmental collaboration. This regional model provides an efficient means to promoting a well-informed, comprehensive dialogue that holistically addresses regional issues by fulfilling the needs of government entities for long-range planning, securing funding, and analyzing and providing data in support of regional projects and initiatives.

Essential to fulfilling its purpose as a planning commission, R1 is a designated metropolitan planning organization (MPO), economic development district (EDD), geographic information system (GIS), and land bank. Services also extend to a wide variety of economic development assistance, fund development, and research and analytics.

Region 1 Planning Council offers a modern and holistic governance platform for local policymakers to convene on and understand the issues affecting the region and their respective jurisdictions. With the combined expertise of the MPO, EDD and GIS, R1 works with state and local

ii The U.S. Census considers race and ethnicity to be two separate and distinct concepts. The Census defines race as a person's self-identification with one or more social groups while ethnicity determines whether a person is of Hispanic origin or not

governments, economic development, and nonprofit partners to plan projects and programs to ensure they are ready for implementation, as well as increase their competitiveness for funding opportunities and speak with a single voice on regional policy and priorities.

## The Metropolitan Planning Organization

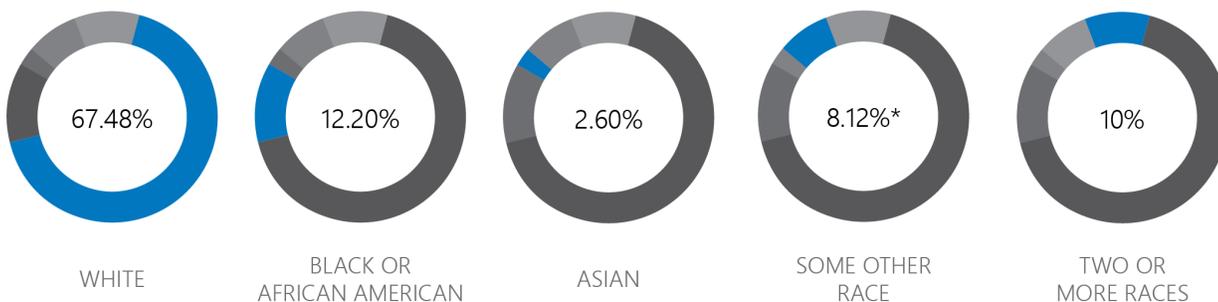
Region 1 Planning Council (R1), acting as the Rockford Metropolitan Planning Organization (MPO), is responsible for the planning and coordinating decisions regarding the Rockford Metropolitan Planning Area's (MPA) surface transportation system. It is the responsibility of the MPO to conduct a continuing, cooperative, and comprehensive (3-C) transportation planning process and fulfill the following five core functions:

- Establish a fair and impartial setting for effective regional transportation decision making in the metropolitan area;
- Evaluate transportation alternatives, scaled to the size and complexity of the region;
- Maintain a long-range transportation plan covering a 20-year planning horizon;
- Develop a four-year Transportation Improvement Program (TIP) and prioritize projects; and
- Involve the public.

Due to the size of the Rockford urbanized area, the Rockford MPO has an additional designation, known as a Transportation Management Area (TMA). A TMA is an urbanized area with a population of over 200,000 individuals, as defined by the U.S. Census Bureau. MPOs with this designation have additional roles and responsibilities to the core functions identified above, including the development

Figure 1-5. Race

### Race



\*Some other race includes American Indian and Alaska Native & Native Hawaiian and Other Pacific Islander

of a congestion management process (CMP) and project selection for the sub-allocation of Surface Transportation Block Grant (STBG) funds, including the Transportation Alternative (TA) Set-Aside program.

The MPO is empowered and governed by an interagency agreement known as the MPO Cooperative Agreement that was developed and mutually adopted by the Cities of Rockford, Loves Park, and Belvidere; the Counties of Winnebago and Boone; the Village of Machesney Park; Rockford Mass Transit District; and the State of Illinois acting through the Illinois Department of Transportation (IDOT).

## Boards & Committees

### MPO Policy Committee

The MPO is empowered and governed by an interagency agreement known as the MPO Cooperative Agreement that was developed and mutually adopted by the Cities of Rockford, Loves Park, and Belvidere; the Counties of Winnebago and Boone; the Village of Machesney Park; Rockford Mass Transit District; and the State of Illinois acting through the Illinois Department of Transportation (IDOT).

The activities of the MPO are directed by a Policy Committee that consists of the top elected officials from the above entities plus the Deputy Director from IDOT Region 2 and the Chairman of the Rockford Mass Transit District Board for a total of 8 members. The MPO Policy Committee meets on the last Friday of every month at 8:45 a.m. at Region 1 Planning Council, 127 North Wyman Street, Suite 100, Rockford, IL 61101.

A Metropolitan Planning Organization (MPO) is a regional policy body, required in urbanized areas with populations over 50,000, to carry out the transportation requirements of federal highway and transit legislation.

*Source: U.S. Dept. of Transportation*

### MPO Technical Committee

The Policy Committee obtains input and technical recommendations on transportation matters from a wide variety of public and private sources but primarily through the Technical Committee. The Technical Committee currently consists of one voting representative from 22 local

organizations. Nine additional agencies are represented on the Technical Committee as nonvoting members (NV). The Technical Committee meets regularly on the Thursday following the third Tuesday of each month at 10:00 a.m. at Region 1 Planning Council, 127 North Wyman Street, Suite 100, Rockford, IL 61101.

### Livable Communities Forum

In 2019, the MPO Policy Committee approved the development of the Alternative Transportation Committee to offer a forum to discuss modes of transportation used other a single occupant vehicle. This was the evolution of the Mobility Sub-Committee that focused on the human services transportation/public transportation.

With support from the Policy Committee, the Active Transportation Committee has been restructured as the Livable Communities Forum. This updated format will allow further discussion on connections between transportation, affordable housing, and public health in the community. Within the new structure, there still remains a smaller group of individuals, chosen by the Policy Committee, to advise on the award of the Transportation Alternatives Program and Section 5310 funds allocated to the region.

The restructure of this committee prepares the MPO for the future Livable Communities Initiative. This initiative would award planning assistance to local governments to focus on helping communities conduct neighborhood and sub-area studies that lead to the improving the transportation system, economic development, and neighborhoods revitalization. Implementation awards help communities move forward with development and construction of infrastructure from past completed LCI studies.

The Livable Communities Forum does not only assist in the award of these grants but also be included in the development of transportation plans, and monitor their implementation.

### Region 1 Planning Council's Citizens Advisory Forum

The Citizens Advisory Forum (CAF) was established by the R1 Governing Board on September 14th, 2022, to diversify and increase meaningful input in public participation, a critical element of planning. The purpose of the CAF is to:

1. Enhance stakeholder input by serving as the primary body representing public opinion in the development of plans and programs;
2. Ensure thoughtful, timely advice in public engagement, involvement, and input;
3. Ensure all plans and programs consider potential social,

economic, and sustainability issues;

4. Provide an avenue for continuous interaction and communication between members and staff about the planning process; and
5. Identifying problems and potential solutions.

## Other Committees/Groups

Several other committees and working groups are convened on an as need basis to assist in the development of planning projects or programming solutions, such as ad hoc and project advisory committees. Examples of previous or current committee include:

- Freight Advisory Committee (current)
- Bicycle and Pedestrian Advisory Committee (former)
- Passenger Rail Station Siting Analysis Steering Committee (current)
- Keith Creek Corridor Advisory Committee (former)
- Surface Transportation Block Grant Ad Hoc Committee (as needed)



## Core Products

### Unified Work Program (UWP)

The Unified Work Program (UWP) is prepared annually as federally required. This program describes; prioritizes; assigns responsibility; and allocates Federal, State and local transportation funds for MPO planning tasks and initiatives. Updates on the progress of the annual UWP are provided to the MPO Technical Committee and Policy Committee during the plan development process and opportunities for public feedback.

### Metropolitan Transportation Plan (MTP)

The Metropolitan Transportation Plan (MTP) is essential in the development of a safe and efficient multi-modal transportation system and ensuring the system will meet the needs of the area's citizens, businesses, and industries over the next twenty to twenty-five years. By federal law, the MTP can only include those projects or improvements for which there is sufficient funding based on reasonable forecasts.

The purpose of this document is to plan an effective transportation system within the Rockford Region through a continuing, comprehensive, and cooperative (3-C) planning process. The intent is to provide a multi-modal transportation system that minimizes costs and impacts to the taxpayer, society, and the environment. The plan is a cooperative venture of the MPO, the area's local governments, public transit providers, the Illinois Department of Transportation (IDOT), Federal Highway Administration (FHWA), Federal Transit Administration (FTA), and the public. The plan seeks not only to satisfy existing federal requirements for MPOs, but to look at forthcoming trends and issues to better prepare the regional landscape for challenges and needs of the future.

## Transportation Improvement Program

Each year, the Rockford MPO, develops a Transportation Improvement Program (TIP). The purpose of the TIP is to document infrastructure and non-infrastructure transportation projects programmed within the Rockford metropolitan planning area (MPA) for the next four fiscal years. This includes all surface transportation projects receiving Federal and State funding, projects of regional significance, and public transportation operations and/or capital. As required, this TIP is fiscally constrained and is consistent with the Metropolitan Transportation Plan (MTP) and the Illinois Statewide Transportation Improvement Program (STIP). It should also be noted that while this document is updated on an annual schedule, it is an ongoing work element of the MPO that it is regularly reviewed and updated throughout the fiscal year.

## Public Participation Plan

The Public Participation Plan (PPP) is a federally required document establishing guidelines for achieving effective communication with the public on current projects and programming in the MPA. The PPP is updated every 5-years to ensure engagement strategies remain up to date.

## Other Plans & Studies

### Bicycle & Pedestrian Plan

The Bicycle and Pedestrian Plan addresses the development of a region-wide system of on-street bicycle and pedestrian facilities to connect with existing shared use path facilities, existing and planned public transportation services. This plan also provides engineering and program recommendations to promote and encourage bicycle and pedestrian friendly growth in the area.

### Coordinated Public Transit-Human Services Transportation Plan (HSTP)

The Human Services Transportation Plan (HSTP) is a federally required document identifying needs and gaps in public

transportation services, particularly for seniors, individuals with disabilities, individuals with low incomes, and other transit-dependent populations with the MPO planning area. This plan is also used as a guide for the expenditure of regionally allocated Federal Transit Administration (FTA) funds for Job Access and Reverse Commute (JARC), New Freedom eligible projects, as well as funds from the Section 5310 Enhanced Mobility for Seniors and Individuals with Disabilities Program.

### Transportation System Management and Operations Plan (M&O)

Transportation system management and operations is an integrated approach to enhance the performance of existing infrastructure through the implementation of multimodal, intermodal, and often cross-jurisdictional systems, services, and projects. It encompasses a broad range of strategies, that, along with context-sensitive roadway design, can provide the region with significant benefits. These benefits enhance the quality of life of citizens of the region by providing safer travel, more leisure time, improved reliability, less fuel wasted, cleaner air, and improved livability.<sup>1</sup> R1 completed the most recent update to this plan in 2023.

## Summary of Federal Regulations

Public participation plans (PPPs) are required by federal legislation and fall under the responsibility of the metropolitan planning organization (MPO). The development of the PPP is subject to the regulations set forth under the Infrastructure Investment and Jobs Act and preceding federal transportation bills. Specifically, they are subject to the regulations outlined under 23 Part 450.316(a). These regulations can be found in Appendix B.

## Community Engagement during COVID-19 & Beyond

During the COVID-19 Pandemic, virtual public engagement became the primary method for receiving feedback from the public on transportation planning efforts, as traditional in-person gatherings were unable to take place. Metropolitan planning organizations followed guidance from the Federal Highway Administration (FHWA) on virtual public involvement, which suggested each State or MPO revise their public engagement techniques to include virtual platforms. Without clear guidelines, Region 1 Planning Council (R1) tested various virtual engagement techniques, such as virtual and hybrid meetings as well as video and meeting recordings.

Over the course of the pandemic, the Policy Committee and Technical Committee meetings for the MPO were conducted over video conference software and recorded.

Virtual meetings were allowed under several public emergency declarations, which allowed voice vote using remote technologies, such as video call or conference call, under the Illinois Open Meetings Act. Currently, a hybrid system has been utilized for committee meetings with only those physically present able to vote on business matters. The hybrid meeting allows people to attend in person or to attend using the video conference link provided in the meeting agenda. There is time dedicated to public comment during these meetings, both those whom are joining in-person or via video conferencing.

Region 1 Planning Council has also deployed the use of pre-recorded or live video recording to disseminate information both to the public and stakeholders. For example, as a part of the Drive Electric Week events held in 2021 and 2022, staff used both pre-recorded or Facebook Live videos as engagement technique. These recordings are posed on the R1 social media accounts, including a recently added YouTube channel. R1 has capitalized on social media in order to connect with a wider audience as well. Region 1 Planning Council has invested in upgrading video conference equipment, as this method of engagement has been utilized more often.



Some challenges of virtual engagement have been information technology (IT) issues. For example, WIFI connections can be inconsistent which has caused issues in video and audio quality. The MPO has also noted less engagement during stakeholder meetings when conducted virtually versus in-person. Another challenge with virtual engagement can be stakeholder and public access. To participate in virtual engagement activities, the public needs a device and reliable internet. Distributing paper copies of surveys, holding in-person meetings, and attending other events in-person is still beneficial in reaching as many people as possible, especially those in disadvantaged communities. In some aspects, the virtual engagement has made it more convenient for public participation, but has also brought new challenges.

# Participation Practices

## Participation Process

When determining the appropriate level and method of engagement in the comprehensive, cooperative and continuing 3-C planning process undertaken, the employ will employ the following process:

1. Define what the purpose of the project is. *The purpose of this project is...*
2. List and describe what deliverables or the desired outcomes of the project are. The anticipated deliverables or outcomes of the plan will inform following steps below. *This project will result in...*
3. Describe the purpose of public engagement for the project. This question will inform the expected level(s) of participation: Inform, consult, involve, or collaborate. *The purpose of public engagement for this project is to...*
4. Identify which members of the public or stakeholders who should be engaged. *Members of the public who should be engaged are...*
5. Identify the strategies that can be used to engage the public, such as the outreach methods and techniques described below.
6. Describe how success of the public engagement will be measured. *The public engagement will be successful if...*
7. Define how to measure the success of the project. *The project will be successful if...*

» **Tactic 4:** Provide virtual engagement opportunities, when applicable, to reach a broader range of interested parties.

- **Strategy 2:** Promote participation in the transportation planning process.
  - » **Tactic 1:** Afford all members of the public to comment at all MPO meetings.
  - » **Tactic 2:** Conduct public meetings at convenient and accessible locations at convenient times.
  - » **Tactic 3:** Make public information available in an electronically accessible format and means.
  - » **Tactic 4:** Maintain the R1 website with transportation plans, upcoming events, committee meetings, and related transportation planning materials.
- **Strategy 3:** Improve methods to public participation.
  - » **Tactic 1:** Regularly assess current public engagement techniques used and modify accordingly.
  - » **Tactic 2:** Continue to work with the MPO committees to encourage public participation.
  - » **Tactic 3:** Seek out and consider input from historically disenfranchised communities.
  - » **Tactic 4:** Document public engagement efforts, public comments, and MPO responses in the development of MPO plans, as applicable.

## Strategies & Tactics

The Metropolitan Planning Organization (MPO) utilizes the following strategies and tactics when conducting the continuing, comprehensive, and cooperative (3-C) planning process.

- **Strategy 1:** Inform and engage the public in the transportation planning process.
  - » **Tactic 1:** Provide information to interested parties early and often in the 3-C transportation planning process.
  - » **Tactic 2:** Notify the interested parties of planning activities to ensure they may comment and participate in the planning process.
  - » **Tactic 3:** Employ various visualization techniques to describe plans and planning processes.

## Outreach Methods & Techniques

The MPO implements a variety of techniques to reach the populations outlined in the beginning of this plan. The various methods and techniques that the MPO will use, as staff and resources permit, to accomplish the key public participation strategies are detailed below. As work on documents, such as the Metropolitan Transportation Plan (MTP) or the Transportation Improvement Program (TIP) commences, staff has a general outline of public engagement strategies to be implemented based on the participation process described above.

## Inform

- Website
- Social media
  - » Facebook, LinkedIn, YouTube
- E-news letters
- Mailing list
- Legal notices
- Press releases
- Flyers
- Presentations

## Consult

- Surveys
- Public meetings
- Public comment
- Focus group
- Pop-up booths
- Webinars

## Involve

- Workshops
- Community events

## Collaborate

- Citizen advisory committees

## Serving Different Stakeholders

### Eliminating Barriers

The MPO implements a variety of techniques to reach the public; however, additionally barriers exist that can prevent people from engaging in public participation efforts. These can be broken into two separate types: perceptual barriers or logistical barriers<sup>2</sup>.

Perceptual barriers are rooted in stakeholder beliefs and values. Perceptual barriers can occur if stakeholders feel disconnected from their community and believe their voice does not matter. Media could also impact if or how someone participates in public engagement. The manner in which information is shared through media outlets can impact if an individual perceives that their feedback is needed or not. There are solutions to combat perceptual barriers, such as asking for input early and often and providing several different avenues for public input will make people feel heard. Another technique to combat perceptual barriers is to keep up-to-date information in the media as well as correcting inaccurate information that may be distributed.<sup>3</sup>

**Table 2-1.** International Association for Public Participation (IAP2) Public Participation Spectrum

	PUBLIC PARTICIPATION GOAL	PROMISE TO PUBLIC	EXAMPLE TECHNIQUES
<b>INFORM</b>	Provide public with objective information to assist understanding of project.	We will keep you informed.	Open Houses or Social Media.
<b>CONSULT</b>	Obtain public feedback on analysis, alternatives and/or decisions.	We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision.	Focus Groups or Surveys.
<b>INVOLVE</b>	Work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.	We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how the public input influenced the decision.	Workshops or Community Events.
<b>COLLABORATE</b>	Partner with the public in each aspect of the decision including the development of alternatives and the identification of preferred solutions.	We will look to you for advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.	Citizen Advisory Committees.

Logistical barriers involve the coordination of the entire public engagement process. Various techniques could be used, as staff and resources permit, to eliminate logistical barriers. Providing childcare or activities for children to participate in can allow parents to fully engage in the event taking place. Another technique to set up engagement opportunities that are convenient for people to access on their daily commute to work or daily activities. Providing translation of all marketing materials and include a translator at public meetings, such as a sign language interpreter is an additional method of ensuring all citizens can participate in engagement activities regardless of language used.

The MPO will employ various techniques, based on resources, to combat barriers to public participation. For example, the MPO has been producing select printed materials, surveys, and videos in both English and Spanish.



## Outreach Methods

### General Outreach

The MPO considers all who live, work, and visit the Metropolitan Planning Area (MPA) to be stakeholders. A variety of outreach techniques are used to proactively engage both the general population and traditional stakeholders in the planning area. There should be opportunities on weekdays and weekend days as well as different times of day, such as morning, afternoon, evening. Including multiple times for participation would increase the likelihood that more people would be able to participate.

Selecting the most appropriate participation strategies and techniques is given great consideration. Specific techniques are listed in “Outreach Methods & Techniques”.

### Targeted Outreach

When a specific group of people is being targeted for outreach, there may be specific techniques that can be employed to increase participation. For instance, if there is a need for youth engagement, attending school events can be one avenue to reach that group.

## Traditionally Underserved

While much of the population within the MPO’s Metropolitan Planning Area (MPA) can be informed of planning activities through general participation techniques, there are traditionally underserved segments of the population in which additional outreach methods may be needed. Traditionally underserved population refers to a broad category of minority and low-income populations, as well as other groups who may have historically faced challenges engaging in transportation planning, such as persons with disabilities and persons with limited English proficiency. The MPO recognizes that effective public participation, with an emphasis on traditionally underserved populations, is critical to ensuring that a comprehensive viewpoint and considerations are appropriately incorporated into the transportation planning process.

In addition to the general outreach techniques and resources previously described, the MPO will utilize the following additional resources in its targeted outreach activities:

- Communication with neighborhood organization representatives;
- Provides timely notices by email and informational posts on the R1 website;
- Flyers in high-volume locations;
- Outreach to specific organizations that represent and provide services for:
  - » Individuals with disabilities
  - » Low Income
  - » Elderly
  - » Minorities
  - » Limited English Proficiency

Additionally, the MPO has developed a Limited English Proficiency (LEP) Plan to help identify reasonable steps to provide language assistance for LEP persons seeking meaningful access to MPO programs as required by Executive Order 13166. The MPO defines persons with limited English proficiency to be those individuals who meet the following criteria: English as second language, having a limited ability to internalize the English language, and having a disability prohibiting full usage and understanding of the English language. The MPO’s Title VI and Environmental Justice Considerations, available online, details procedures on how to identify a person who may need language assistance, the ways in which assistance may be provided, training staff, how to notify LEP persons that assistance is available, and information for future plan updates.

## Selected Agencies & Organizations

The MPO notifies selected organizations and agencies that are, or may be, affected by transportation decisions in and around the MPA of planning activities currently underway. Since the 1980s, the MPO has actively pursued attracting participants from both the public and private sectors, as well as nonprofits. The MPO has identified a number of groups and organizations as having potential interest in providing input into the transportation planning process. Stakeholders identified include:

### Federal & State Agencies

- » Federal Highway Administration
- » Federal Transit Administration
- » Illinois Department of Transportation
- » Illinois Department of Natural Resources

### Regional & Local Governments

- » Illinois State Tollway Authority
- » County Administration; Highway and Community Development Departments
- » Township Highway Commissioners
- » City/Village Administration, Highway and Community Development Departments

### Transportation Providers

- » Passenger/Public Transportation Providers
- » Freight Transportation

### Special Interest Groups/Organizations

- » Bicycle & Pedestrian Interests
- » Economic Development Organizations
- » Environmental Agencies/Groups
- » Other Community-Based Groups
- » Organizations Representing Traditionally Underserved Populations.

## Use of Public Input

The MPO addresses all public input and comments received during the planning and program development process. Specific sections are reserved in the TIP and MTP, as well as other MPO documents, for public comments and responses to those observations received during the comment period. These documents are not considered complete and are not adopted until comments are addressed. Depending on the type and volume of feedback on a particular topic or concern, planning document revisions may be made prior to final adoption of the plan.

# Measuring Effectiveness

The Rockford Metropolitan Planning Organization (MPO) periodically reviews the effectiveness of the procedures and techniques that it utilizes for public participation through internal review. While public participation methods and techniques are discussed by staff frequently, the development of both an internal and external evaluation of the public participation activities will allow to continuously improve participation outcomes.

Internally, the MPO evaluates the methods and techniques it uses to engage the public through a staff evaluation form created for the Region 1 Planning Council (R1). Staff uses this form to evaluate the number of participants in attendance, how the event was publicized, and what types of participation techniques were utilized. The form is included as Appendix F.

As stated in this document, public comment is always welcome regarding the effectiveness of the procedures undertaken to afford opportunities for public participation. As such, participants of public open houses, committee meetings, and special events are informed of how to provide additional comments and feedback to the MPO.

The MPO will compile the comments collected at public participation events and online, as well as staff evaluations to update, adopt, and republish the Public Participation Plan.

Subsequent updates will be repeated every four to five years or whenever a significant change to the process is contemplated, in accordance with a similar notification procedure and schedule. The PPP Development schedule can be found in Table 3-1.

**Table 3-1.** PPP Development Schedule

PHASE 1	
Review of current public participation plan and new federal requirements from FHWA & FTA.	Public involvement survey is released to gather information on historic techniques used for public participation and future techniques.
PHASE 2	
Staff prepares preliminary draft of the public participation plan update.	Preliminary draft released for public comment (Announced at committee meetings & website).
PHASE 3	
Staff prepares final draft, which includes summary of public comments received.	Proposed draft presented to the technical & policy committees for recommendation & adoption, respectively.
If changes to the PPP are needed, based on comments received, the policy committee will determine if changes are significant enough to delay adoption & extend public comment period.	

# References

- 1 Grant, Michael. The Role of Transportation Systems Management & Operations in Supporting Livability and Sustainability: A Primer. Washington, DC: U.S. Dept. of Transportation, Federal Highway Administration, Federal Transit Administration, 2012.
- 2 Offenbacher, B. S. "Overcoming barriers to effective public participation." WIT Transactions on Ecology and the Environment 70 (2004).
- 3 Offenbacher, B. S. "Overcoming barriers to effective public participation." WIT Transactions on Ecology and the Environment 70 (2004). <https://www.witpress.com/Secure/elibrary/papers/BF04/BF04028FU.pdf>
- 4 Final Ruling

# Appendices

## Appendix A Glossary of Terms/Acronyms Acronyms

**#** \_\_\_\_\_  
**3-C** – Continuing, Comprehensive, and Cooperative

**A** \_\_\_\_\_  
**ATC** – Alternative Transportation Committee

**C** \_\_\_\_\_  
**CMP** – Congestion management process

**E** \_\_\_\_\_  
**EDD** – Economic Development District

**F** \_\_\_\_\_  
**FAST Act** – Fixing America’s Surface Transportation Act

**FHWA** – Federal Highway Administration

**FTA** – Federal Transit Administration

**G** \_\_\_\_\_  
**GIS** – Geographic Information System

**H** \_\_\_\_\_  
**HSTP** - Human Services Transportation Plan

**I** \_\_\_\_\_  
**IDOT** – Illinois Department of Transportation

**IIJA** - Infrastructure Investment and Jobs Act

**IT** – Information Technology

**J** \_\_\_\_\_  
**JARC** – Job Access and Reverse Commute

**L** \_\_\_\_\_  
**L RTP** – Long Range Transportation Plan

**M** \_\_\_\_\_  
**MPA** – Metropolitan Planning Area

**MPO** – Metropolitan Planning Organization

**MTP** – Metropolitan Transportation Plan

**P** \_\_\_\_\_  
**PPP** – Public Participation Plan

**R** \_\_\_\_\_  
**ROW** – Right-of-Way

**RMTD** – Rockford Mass Transit District

**R1** – Region 1 Planning Council

**S** \_\_\_\_\_  
**STBG** – Surface Block Grant

**T** \_\_\_\_\_  
**TA** – Transportation Alternative

**TIP** – Transportation Improvement Plan

**TMA** – Transportation Management Area

**TSMO** – Transportation Systems Management (Management and Operations Plan (M&O) Congestion Management Process)

**U** \_\_\_\_\_  
**UA** – Urbanized Area

**UWP** – Unified Work Program

## Glossary of Terms

**#** \_\_\_\_\_  
**3-C Planning Process**  
A continuing, comprehensive, and cooperative (3-C) planning process.

Source: Federal Highway Administration

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## A

### **Alternative transportation**

Any mode of personal transportation other than a single-occupant vehicle, including biking, walking, carpooling, and public transportation.

Source: MPO Alternative Transportation Committee Bylaws

### **Active Transportation**

Any mode of personal transportation other than a single-occupant vehicle, including biking, walking, carpooling, and public transportation.

Source: MPO Alternative Transportation Committee Bylaws

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## C

### **Congestion**

The travel time or delay in excess of that normally incurred under light or free-flow travel conditions.

Source: Transportation Research Board

### **Congestion Management Process (CMP)**

A systematic approach applied in a metropolitan region to identify congestion and its causes, propose mitigation strategies, and evaluate the effectiveness of implemented strategies.

Source: Federal Highway Administration

### **Coordinated Human Services Transportation Plan**

Locally developed transportation plans that identifies the needs of individuals with disabilities, older adults, and people with low incomes, provide strategies for meeting these needs, and prioritize transportation services for funding and implementation. These plans must involve representatives of public, private, and non-profit transportation and human services providers, as well as members of the public.

Source: Federal Transit Administration

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## E

### **Ethnicity**

The U.S. Census Bureau adheres to the U.S. Office of Management and Budget's (OMB) definition of ethnicity. There are two minimum categories for ethnicity: Hispanic or Latino and Not Hispanic or Latino.

Source: U.S. Census Bureau

### **Environmental Justice Considerations**

Executive Order 12898, directs federal agencies to identify and address, as appropriate, disproportionately high adverse human health and environmental effects of their programs, policies, and activities on minority populations and low-income populations.

Source: Environmental Protection Agency

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## I

### **Intermodal**

The ability to connect, and the connections between, modes of transportation.

Source: Federal Highway Administration

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## M

### **Metropolitan Planning Area (MPA)**

The geographic area in which the metropolitan transportation planning process required by 23 U.S.C. 134 and section 8 of the Federal Transit Act (49 U.S.C. app. 1607) must be carried out.

Source: Federal Highway Administration

### **Metropolitan Planning Organization (MPO)**

A regional policy body, required in urbanized areas with populations over 50,000, and designated by local officials and the governor of the state to carry out the metropolitan transportation requirements of federal highway and transit legislation.

Source: Federal Highway Administration

### **Metropolitan Transportation Plan (MTP)**

The official intermodal transportation plan that is developed and adopted through the metropolitan transportation planning process for the metropolitan planning area.

Source: Federal Highway Administration

### **Metropolitan Statistical Area (MSA)**

The county or counties (or equivalent entities) associated with at least one urbanized area with a population of at least 50,000, plus adjacent counties having a high degree of social and economic integration with the core as measured through commuting ties.

Source: U.S. Census Bureau

### **Mobility**

The ability to move or be moved from place to place.

Source: Federal Highway Administration

### **Multi-modal**

The availability of transportation options using different modes within a system or corridor.

Source: Federal Highway Administration

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## P

### **Performance Measures**

Indicators of how well the transportation system is performing with regard to such things as average speed, reliability of travel, and accident rates. Used as feedback in the decision-making process.

Source: Federal Highway Administration

### **Public Participation**

The active and meaningful involvement of the public in the development of transportation plans and programs.

Source: Federal Highway Administration

## **R**

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### **Race**

A person's self-identification with one or more social groups.

Source: U.S. Census Bureau

### **Reliability**

The degree of certainty and predictability in travel times on the transportation system. Reliable transportation systems offer some assurance of attaining a given destination within a reasonable range of an expected time.

Source: Federal Highway Administration

### **Right of Way**

The land (usually a strip) acquired for or devoted to highway transportation purposes.

Source: Federal Highway Administration

## **S**

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### **Scenario Planning**

A process that provides a framework for developing a shared vision for the future by analyzing various forces that affect a community. Developed by the private sector to anticipate future business conditions, scenario planning has been adopted in transportation planning as a way to understand various future inputs.

Source: Transportation Research Board

## **T**

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### **Title VI**

Title VI of the Civil Rights Act of 1964, prohibits recipients of federal financial assistance (e.g., states, universities, local governments) from discriminating on the basis of race, color, or national origin in their programs or activities.

Source: Environmental Protection Agency

### **Transportation Management Area**

A TMA is an urbanized area with a population of over 200,000 individuals, as defined by the U.S. Census Bureau.

Source: U.S. Census Bureau

### **Transportation System Management and Operations (TSMO)**

Integrated strategies to optimize the performance of existing infrastructure through the implementation of multimodal

and intermodal, cross-jurisdictional systems, services, and projects designed to preserve capacity and improve security, safety, and reliability of the transportation system.

Source: Federal Highway Administration

## **U**

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### **Urbanized Area**

To qualify as an urban area, the territory identified according to criteria must encompass at least 2,500 people, at least 1,500 of which reside outside institutional group quarters, as defined by the U.S. Census Bureau.

Source: U.S. Census Bureau

# Appendix B

## Federal Requirements for Metropolitan Planning Organizations

In regard to public involvement and participation, federal regulations mandate that the metropolitan planning process comply with the Code of Federal Regulations 23 CFR 450.316, as cited below:

(a) The MPO shall develop and use a documented participation plan that defines a process for providing individuals, affected public agencies, representatives of public transportation employees, public ports, freight shippers, providers of freight transportation services, private providers of transportation (including intercity bus operators, employer-based commuting programs, such as carpool program, vanpool program, transit benefit program, parking cash-out program, shuttle program, or telework program), 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 MPO shall develop the participation plan 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 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 that 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, subpart A), 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, tourism, natural disaster risk reduction, environmental protection, airport operations, or freight movements) or coordinate its planning process (to the maximum extent practicable) with such planning activities. In addition, the MPO(s) shall develop the metropolitan transportation plans and TIPs 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:

- i. Recipients of assistance under title 49 U.S.C. Chapter 53;
- ii. Governmental agencies and non-profit 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

iii. Recipients of assistance under 23 U.S.C. 201- 204.

(c) When the MPA includes Indian Tribal lands, the MPO(s) shall appropriately involve the Indian Tribal government(s) in the development of the metropolitan transportation plan and the TIP.

(d) When the MPA includes Federal public lands, the MPO(s) shall appropriately involve the Federal land management agencies in the development of the metropolitan transportation plan and the TIP.

(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.

[81 FR 34135, May 27, 2016, as amended at 81 FR 93473, Dec. 20, 2016]

# Appendix C

## MPO Committees

### MPO Policy Committee

The MPO is empowered and governed by an interagency agreement known as the MPO Cooperative Agreement that was developed and mutually adopted by the Cities of Rockford, Loves Park, and Belvidere; the Counties of Winnebago and Boone; the Village of Machesney Park; Rockford Mass Transit District; and the State of Illinois acting through the Illinois Department of Transportation (IDOT).

The activities of the MPO are directed by a Policy Committee that consists of the top elected officials from the above entities plus the Deputy Director from IDOT Region 2 and the Chairman of the Rockford Mass Transit District Board for a total of 8 members. The MPO Policy Committee meets on the last Friday of every other month at 8:45 a.m. at Region 1 Planning Council, 127 North Wyman Street, Suite 100, Rockford, IL 61101.

**Voting members:** Boone County; City of Belvidere; City of Loves Park; City of Rockford; Illinois Department of Transportation, Region 2; Rockford Mass Transit District; Village of Machesney Park; Winnebago County.

### MPO Technical Committee

The Policy Committee obtains input and technical recommendations on transportation matters from a wide variety of public and private sources but primarily through the Technical Committee. The Technical Committee currently consists of one voting representative from 22 local organizations. Nine additional agencies are represented on the Technical Committee as nonvoting members (NV). The Technical Committee meets regularly on the Thursday following the third Tuesday of each month at 10:00 a.m. at Region 1 Planning Council, 127 North Wyman Street, Suite 100, Rockford, IL 61101.

**Voting members:** Boone Co Conservation District; Boone Co Highway; Boone Co, Planning; Chicago/Rockford International Airport; City of Belvidere, Public Works; City of Belvidere, Community Development; City of Loves Park, Community Development; City of Loves Park, Public Works; City of Rockford, Community Development; City of Rockford, Public Works; Forest Preserves of Winnebago County; Four Rivers Sanitary District; Illinois of Transportation, District 2; Rockford Mass Transit District; Rockford Park District; Village of Machesney Park, Community Development; Village of Machesney Park, Public Works; Village of Roscoe; Village of Winnebago; Winnebago Co Highway; Winnebago Co Planning & Econ Dev.; Winnebago Co Soil & Water Conservation District.

**Non-voting members:** Boone County Council of Aging; Federal Highway Administration, IL Division; IDOT, Division of Public Transportation; IDOT, Division of Urban Program Planning; Illinois Environmental Protection Agency; Illinois Tollway; Ogle County Highway; State Line Area Transportation Study; and Stateline Mass Transit District.

### Livable Communities Forum

In 2019, the MPO Policy Committee approved the development of the Alternative Transportation Committee to offer a forum to discuss modes of transportation used other a single occupant vehicle. This was the evaluation of the Mobility Sub-Committee that focused on the human services transportation/public transportation.

The ATC was charged with:

- Supporting the development of the Bicycle & Pedestrian Plan and the Human Service Transportation Plan.
- Support the implementation of those said planning documents.
- Reviewing and making recommendations on priorities for TAP and Section 5310 funding.
- Serve as a forum for information exchange regarding active and public transportation.
- Serving as liaisons, connecting key community members, community groups and organizations and encouraging participation in implementation and promotion of education, encouragement, and evaluation programs related to alternative transportation.

Overtime, the committee expressed the desire to become a forum for addressing intersections between transportation, affordable housing, and public health. For example, at the request of the committee members, there was a discussion on NYC's Active Design Guide, which outlines the different ways active design can promote routine physical activity, improve mental and physical health, and contribute to social and economic vitality of a neighborhood. A part of this discussion centered around how active design could make it easier for our residents to eat healthy, be active, and access food. Specifically, how can we as a collective of local organizations make sure these that physical activity, access to food, and transportation are connected.

With the passage of the Infrastructure Investment and Jobs Act, there is an expansion of the role of MPOs to address the linkages between transportation, housing, environmental, and resiliency planning efforts. Therefore, the Active Transportation Committee has been transformed into the Livable Communities Forum. This allows further discussion

on key issues within the community.

The restructure of this committee also prepares the MPO for the future Livable Communities Initiative. This initiative would award planning assistance to local government to focus on helping communities conduct neighborhood and sub-area studies that lead to the improving the transportation system, economic development, and neighborhoods revitalization. Implementation awards help communities move forward with development and construction of infrastructure from past completed LCI studies.

The Livable Communities Forum would not only assist in the award of these grants but also be included in the development of this plans, and monitor their implementation.

Within the new structure, there would still remain a smaller group of individuals, chosen by the Policy Committee, to advise on the award of the Transportation Alternatives Program and Section 5310 funds allocated to the region. During this phase the Livable Communities Forum will be launched and a discussion held on the Livability Framework that will guide the projects eligible to receive LCI technical assistance.

## Citizens Advisory Forum

The CAF was established by the R1 Governing Board on September 14th, 2022, to diversify and increase meaningful input in public participation, a critical element of planning. The purpose of the CAF is to (1) Enhance stakeholder input by serving as the primary body representing public opinion in the development of plans and programs; (2) Ensure thoughtful, timely advice in public engagement, involvement, and input; (3) Ensure all plans and programs consider potential social, economic, and sustainability issues; (4) Provide an avenue for continuous interaction and communication between members and staff about the planning process; identifying problems and potential solutions.

## Other Committees

There are several other committees and working groups such as ad hoc, steering committees, and as needed committees based on each project, including:

### Current Committees

- Freight Advisory Committee
- Passenger Rail Station Siting Analysis Steering Committee
- Regional Traffic Signal Management Working Group

### Former Committees

- Bicycle and Pedestrian Advisory Committee (BPAC)
- Keith Creek Corridor Study Advisory Committee
- Alternatives Transportation Committee – Restructured
- Mobility Sub-Committee- Restructured

### Ongoing Ad Hoc Committees (as needed)

- Surface Transportation Block Grant Ad Hoc Committee

# Appendix D

## Specific Plan Processes

### UWP

The Unified Work Program (UWP) identifies all of the planning activities to be conducted by Region 1 Planning Council (R1) during the fiscal year (July 1- June 30). These activities are funded with federal, state, and local resources. The UWP is a federally-required statement of work identifying the planning priorities and activities to be carried out within a metropolitan area. It is required to provide descriptions of the planning work and resulting products, who will perform the work, time frames for completing the work, and the cost of said activities.<sup>4</sup>

Even though formal work on the UWP does not normally begin until the January or February months, the MPO begins consideration of items to be included in the next year's UWP as early as September or October. For this reason, partner agencies seeking transportation planning work on a special topic should approach the MPO as early as possible. The following schedule of activities related to the development of the UWP is proposed as an annually recurring process (Table D-2). Various parts of this schedule may have to be compressed or expanded to accommodate unforeseen conditions but every effort will be made to allow reasonable amounts of time and opportunities for public input.

### MTP

Planning for transportation needs is essential in ensuring that the Rockford Region has a balanced multi-modal transportation system that safely and efficiently moves people and goods. Transportation planning has been an on-going process performed by the federally-designated Metropolitan Planning Organization (MPO) since 1964. The accumulation of historic work, current conditions of the existing system, and future transportation needs is reflected within this document, known as the Metropolitan Transportation Plan (MTP).

This plan addresses the transportation system in the Rockford Metropolitan Planning Area (MPA), consisting of the urbanized portions of Boone, Ogle, and Winnebago Counties, providing an innovative and sustainable framework for the region's transportation network over the next twenty to thirty years.

The primary elements of the MTP pertain to the transportation network. It addresses all modes of transportation and stresses the integration and connectivity of current and projected transportation facilities (including major roadways, public transportation facilities, rail, multimodal and intermodal facilities, and active transportation facilities).

This document goes beyond just the current and forecasted transportation system by incorporating additional elements that are vital to understanding the overall system and how it works, such as land use, the environment, the economy, and other emerging trends.

The MTP can be amended or updated for reasonable cause at any time. The process to amend or refine elements of the plan can be initiated by contacting the MPO or any member of the MPO Technical or Policy Committees. These requests will be examined by the MPO and MPO Technical Committee with the direction and approval of the Policy Committee. By federal transportation law, the MTP must be comprehensively updated, adopted and republished every five years, at a minimum. In accordance, the MTP is scheduled for its next comprehensive update in the calendar year (CY) 2025 which will be a major component of the Fiscal Year (FY) 2024 UWP and FY 2025 UWP. Assuming roughly 18-24 months to accomplish the process, Table D-3, specifies a probable update/adoption schedule.

### TIP

The Transportation Improvement Program (TIP) is the short-range capital improvement program for transportation projects located within the Rockford metropolitan area. The TIP is a fiscally constrained four-year program outlining the most immediate implementation priorities and is updated annually. The TIP must outline all regionally significant surface transportation projects, including those for public transit, local and state highways, and bicycle/pedestrian projects. This includes projects that are both federally and state funded. Additionally, projects funded without federal or state dollars (i.e. locally funded) may also be included. Projects detailed in the TIP must be consistent with the current Long-Range Transportation Plan and include information on the project such as whether it addresses congestion management, safety, etc. In order to receive federal and state highway, transit, or other transportation related funds, a project must be listed in the TIP.

### Annual TIP Update

The TIP is generally prepared to coincide with the Illinois Department of Transportation's fiscal year, which is the same as the MPO's, July 1st through June 30th. MPO staff begins work on the TIP approximately six months prior to the start of the fiscal year, in January and February of each year. The schedule is deliberately extended over several months to provide ample opportunities for public involvement.

At the beginning of the update process, The MPO requests that local jurisdictions review the current TIP project list and identify any changes to the current TIP projects in funding sources, project cost, and project schedule. Local jurisdictions are also requested to provide projects that

**Table D-1.** Strategies by Planning Document

	UWP	TIP	MTP	PPP	BICYCLE & PEDESTRIAN PLAN	HSTP	TITLE VI & EJ
Community Events			○		○		
E-news Letters	●	●	●	●	●	●	●
Flyers			●	●			
Focus Groups			○				
Legal Notices	●	●	●	●	●	●	●
Mailing List	●	●	●	●	●	●	●
Pop-up Booths			○				
Presentations			○		○		
Press Release	●	●	●	●	●	●	●
Public Comment	●	●	●	●	●	●	●
Public Meetings	●	●	●	●	●	●	●
Social Media	●	●	●	●	●	●	●
Surveys			○	○	○	○	
Webinars			○				
Website	●	●	●	●	●	●	●
Workshops			○				
Public Comment Period	30 Days	30 Days	30 Days	45 Days	30 Days	30 Days	30 Days
Updated	Annually	Annually	5 Years	5 Years	5 Years	5 Years	3 Years
●	Primary Strategy						
○	Secondary Strategy (Based on resources)						

**Table D-2.** Annual UWP Development Schedule

JANUARY - FEBRUARY
Development of the UWP begins, including:
Review of existing work program and which planning activities will continue;
If additional planning elements required by FHWA, FTA, and IDOT need to be incorporated; and
Development of draft budget related to planning funds the MPO receives.
Updates on document development are given to the Technical and Policy Committees.
MARCH - APRIL
Draft UWP is posted to website as well as forwarded to IDOT and the MPO Committees for review.
A press release is sent out and a public comment period begins.
MAY
Final draft is prepared after public comment period.
Final draft is presented to the Technical Committee and the Policy Committee for recommendation and adoption, respectively.

**Table D-3.** MTP Update Schedule

PHASE 1		
Collect data, review existing plan and policies, and gather best practices.	Gather public and stakeholder comments on the current LR.	Update technical and policy committees on the progress of the planning process.
PHASE 2		
Develop a vision, goals and objectives.	Develop a SWOT analysis of current conditions.	
Develop a SWOT analysis of current conditions.	Update Technical and Policy Committees on the progress of planning process.	
PHASE 3		
Develop and analyze multi-modal/land use scenarios.	Present scenarios to the public and stakeholders.	Choose a preferred scenario.
Identify the transportation needs of the region.	Develop financial plan.	
PHASE 4		
Draft document.	Release document for public comment.	
Incorporate public comments.	Present to Technical and Policy Committees for recommendation and adoption, respectively.	

have received funding but were not in the previous TIP and projects that need to be moved into the current year or out of the current year due to funding constraints. Citizens can influence project selection and priority setting in two ways. By reviewing the “out year” projects, the public can determine if the projects they believe to be important are included. Although, by federal law, a project cannot be included in the TIP unless funding is likely to be available, citizens can question why some projects are included and others not. Second, citizens can influence the priority setting (i.e., which projects are advanced to the implementation year). Sometimes a project cannot be hastened because engineering, right of-Way(ROW)acquisition, funding and/or various components have not been accomplished. But at times, many of these aspects can be adjusted and the time for implementation could potentially be lessened. Figure 5 shows the annual TIP Development Schedule. It is important to note that projects listed within the regional MPO TIP document are derived from partner agency capital improvement programs (CIP) and that public participation and input opportunities are provided during the program development stages of the MPO partner organizations’ CIP documents.

Public comment is taken prior to approval of the Transportation Improvement Program. The draft TIP is made available for comment for 30 days. A notice is published on the MPO website and provided to the MPO mailing list. The draft TIP is available on the R1 website and at the R1 offices. Any public comment received during this review period is taken into account by the MPO and is presented to the Technical and Policy Committees as part of the approval process.

### Revisions to the TIP

Sometimes revisions to the TIP may occur between its annual updates. If alterations or advancements to any of the projects in these years need to be made after the document has been adopted there are two processes by which the MPO can do so, administrative modifications and amendments.

#### Administrative Modification

An administrative modification to the TIP is for minor revisions as listed below in this section. After the MPO have reviewed an agency submittal for an administrative modification, a draft memo, including partner agency

**Table D-4.** Annual TIP Development Schedule

JANUARY - FEBRUARY
Staff reviews progress reports on projects currently in the TIP, as well as the federal funding spent, available, or forecasted, and allocated.
RMAP accepts comment/input on surface transportation block grant project criteria or priorities suballocations of federal transit subsidies, and special federal/state funds for paratransit.
Publish public notice announcing RMAP planning activities, including TIP development.
APRIL - JUNE
Staff prepares preliminary draft of the next fiscal year's TIP.
Preliminary draft released for public comment (announced at committee meeting and website).
MAY - JUNE
Staff prepares final proposed draft of the TIP for the June Technical and Policy Committee meetings.
Draft includes summary of the public comments received.
JUNE
Proposed TIP presented to Technical and Policy Committee for adoption.
If changes to the TIP are needed, based on comments received, the Policy Committee will determine if changes are significant enough to delay adoption and extend public comment period.
BEYOND ADOPTION
Progress on projects listed will be discussed at Technical and Policy Committees. Changed to the TIP will go through either a formal amendment process or an administrative modification (see text).

submittal, is sent to the partner agency for final verification. An Administrative Modification does not require the MPO Technical or Policy Committees to formally recommend and adopt the modification. However, the MPO Technical and Policy Committees will be notified of any Administrative Modifications to the TIP during their regularly scheduled meeting following the processing of an Administrative Modification. Thresholds have been identified below to outline when an administrative modification to the TIP is appropriate.

1. Minor revision to project name and/or project extent description.
2. Changes to the project total cost or project phase break out costs in a decrease of  $\leq 10\%$ .
3. Minor changes, deletions or revisions to typographical errors or data entry error.
4. Movement of an included project among fiscal years of the TIP. This may include project phases (i.e. construction, engineering) or movement of the entire project.
5. Advanced Construction notices for projects currently listed within the TIP as provided to the MPO by the Illinois Department of Transportation (IDOT).

### Amendments

Major revisions to the TIP include additions or removal of a federally or state funded regionally significant projects

by a partner agency, an increase in project funds, addition of funding sources not currently listed for project. A major revision of the TIP requires a resolution to be formally recommended by the Technical Committee and approved by the Policy Committee. Thresholds have been identified below for when an amendment to the TIP is appropriate.

1. Changes to the project total cost or project phase break out costs in an increase of funds.
2. Changes to the project total cost or project phase break out costs in a decrease of  $> 10\%$ .
3. Changes in federal, state or local identified funding sources for project(s) currently within the approved TIP.
4. Addition of a project into the TIP which is Federally/ State funded or regionally significant and is not currently assigned within the approved TIP.
5. Deletion of a project from the TIP which is Federally/ State funded or regionally significant and is currently assigned within the approved TIP.

### Other Plans

#### Bicycle and Pedestrian Plan

Partner agencies and the public are provided updates throughout the planning process, including public open houses, presentations, and online surveys. Region 1 Planning Council (R1)'s Bicycle and Pedestrian Plan was last comprehensively updated and adopted in September 2017

and addresses policies and strategies, as well as assists in prioritizing bicycle and pedestrian facilities and programs over the next five to ten years. As of 2022, R1 staff has been working on an update to the 2017 version, with anticipated adoption in CY 2023.

### **HSTP**

Partner agencies and the public are provided updates throughout the planning process, including public open houses, updates at Region 1 Planning Council (R1)'s Mobility Subcommittee and surveys. Region 1 Planning Council (R1)'s HSTP was last comprehensively updated and adopted in August 2021. Updates will be repeated every five years, occurring on the same schedule as the MTP, as agreed upon by Region 1 Planning Council (R1), Federal Highway Administration (FHWA), and Federal Transit Administration (FTA).

### **TSMO**

The Management and Operations Plan (M&O) is a plan listing the transportation systems management actions, or transportation systems operations measures, which are recommended for priority implementation over the next five-ten years. The M&O analyzes mobility and road capacity issues in the Region 1 Planning Council (R1) planning area based on input from partner organizations, project prioritization from the MTP, and projects listed in the TIP that affect the congestion management process. Specific outcomes and strategies required from the M&O Plan include but are not limited to: improving transportation connections between areas with high job concentration and areas with high concentrations of low-income households, reducing vehicle miles traveled during peak hours, and identifying proposed projects and programs to reduce congestion and increase job access opportunities.

During the development process the M&O, stakeholders and planners work together to define a common vision for transportation system operations in the region, develop operations objectives to guide the selection of M&O strategies, and identify performance measures that will enable them to track progress toward their objectives. The current M&O was adopted in December 2008. As of 2022, Region 1 Planning Council (R1) staff was undergoing an update to the 2008 Management and Operations Plan. Updates occur in alignment with the update process of the MTP.

# Appendix E

## Record of Public Planning Process

**Table E-1.** Record of Planning Process

1	August 17 <sup>th</sup> , 2022	Begin work on the Public Participation Plan (PPP).
2	August 17 <sup>th</sup> , 2022 - November 29 <sup>th</sup> , 2022	Develop draft report.
3	November 29 <sup>th</sup> , 2022 - January 13 <sup>th</sup> , 2023	Begin 45-day public review period for the Draft PPP.
4	November 29 <sup>th</sup> , 2022	Distribute draft to all on the mailing list.
5	January 19 <sup>th</sup> , 2023	Discuss draft and comments at Technical Committee meeting (if held), invite further public comment. If the document has changed significantly or significant new comments received, extend public review period. If not, recommend for Policy Committee approval.
6	January 27 <sup>th</sup> , 2023	Discuss draft and comments at Policy Committee meeting (if held), invite further public comment. If the document has changed significantly or significant new comments received, extend public review period. If not, adopt document.
7	As needed	Incorporate suggested changes, if any, and allow extended opportunity for public comment.
8	As needed	If changes have been significant redistribute 2 <sup>nd</sup> draft.
9	As needed	Discuss 2 <sup>nd</sup> Draft (if applicable) at Technical Committee meeting (if held), invite further public comment. If the document has changed significantly or significant new comments received, extend public review period. If not, recommend for Policy Committee approval.
10	As needed	Discuss 2 <sup>nd</sup> Draft (if applicable) at Policy Committee meeting (if held), invite further public comment. If the document has changed significantly or significant new comments received, extend public review period. If not, adopt document.
11	As needed	Repeat milestones #5-7 until adopted.

# Appendix F

## Internal Public Participation Evaluation Form

Plan or Project: \_\_\_\_\_

Lead Project Coordinator: \_\_\_\_\_

Date: \_\_\_\_\_ Time: \_\_\_\_\_

Location: \_\_\_\_\_

1. Type of public participation:
  - Information Kiosk/Booth
  - Public Q & A Forum
  - Open House
  - Speaker Presentation
  - Workshops
  - Other: \_\_\_\_\_
  
2. Who facilitated/hosted the event?
  - R1 Staff
  - Other: \_\_\_\_\_
  
3. How was the event advertised?
  - Flyer
  - Local radio station
  - Local news station
  - R1 newsletter
  - R1 website
  - Rockford Register Star
  - Rock River Times
  - Social Media
  - Other: \_\_\_\_\_
  
4. How many people attended the event?
  - 1 - 10 attendees
  - 11 - 25 attendees
  - 26 - 50 attendees
  - 51 - 75 attendees
  - 76 - 100 attendees
  - Other: \_\_\_\_\_

5. Do you feel there was a group that was under-represented? If yes, please note.
6. What type of stakeholders were represented at this meeting?
7. What type(s) of outreach materials/activities were used?
8. How was public participation incorporated into the decision-making process?
9. Is there evidence of the degree to which public input influenced the process and changed the product?
10. In what ways could this event be improved for future events?

**Please attach copies of the following items for record, if applicable:**

Attendance/Sign-In Sheet

List of Comments Made at the Event

Materials/Handouts



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