This chapter details the MIC’s process for ensuring timely and substantive public participation during the development of the LRTP.
Engaging the Public in Transportation Planning
A major theme of this Plan is that the cost of needed improvements to the transportation system far exceeds the funding available to address those needs. Difficult choices must be made regarding the use of scarce transportation dollars.

The long term effect such decisions will have makes it critical that the public be included in a dynamic decision-making process.

The MIC’s Planning Process
The MIC is committed to reaching out to and engaging community members throughout the transportation planning process. All of the MIC’s planning activities embody the cooperative, continuous and comprehensive (“3-C”) framework for making transportation investment decisions in metropolitan areas as reaffirmed in the 2015 FAST Act. The MIC aims to ensure that all stakeholders are given ample opportunity to have a real influence throughout the planning and decision-making processes and thus help to shape the transportation policies, programs and projects in the Duluth-Superior area.

Public Participation Initiatives for the LRTP
As detailed in Appendix H, for more than two years prior to the completion of Sustainable Choices 2045, MIC staff conducted or participated in 78 public participation activities with a broad and diverse group of stakeholders.

Throughout the process, MIC staff followed its 2018 Public Involvement Plan which incorporates the public participation requirements of 23 CFR 450.316 into 4 overall phases and several specific strategies, tools and techniques, as follows:

Phase 1: Planning and Groundwork
The first of four public involvement phases began in early 2017 to plan and lay the groundwork for public engagement activities, which were conducted through August 2019.

1.1. Develop LRTP Public Participation Process
The first step was to devise and document a public participation process specific to the LRTP. In keeping with federal regulations and the MIC’s Public Involvement Plan, it includes steps to:

- Identify roles, responsibilities and key decision points;

Federal LRTP Outreach Requirements:
- Provide reasonable public access to information.
- Incorporate the use of electronic methods and visualization techniques.
- Provide early & continuous opportunities for involvement.
- Offer timely information to citizens, affected agencies, private entities and other interested parties.
- Give adequate notice of public involvement activities and ample time for public review and comment at key decision points.
- Hold public meetings at convenient times and accessible locations.
- Ensure the inclusion of non-motorized users, the disabled, the elderly, minority, low-income and other traditionally “underserved populations”.
- Include the consideration of the potential impacts of decisions on social and natural resources and reach out to relevant agencies and stakeholders.
- Develop and regularly review a public participation plan.

Sources:
Fixing America’s Surface Transportation Act (FAST Act) § 1201;
USC 23 § 134 and 49 § 5303 and CFR 450.316
National Environmental Policy Act (NEPA)
Title VI of the Civil Rights Act
28 CFR 36 Americans with Disabilities Act (ADA)
Executive Order 12898 on Environmental Justice
Executive Order 13166 on Limited English Proficiency
• Coordinate with statewide public involvement procedures and consider related planning activities;
• Consult with related agencies, officials and tribes;
• Employ visualization techniques, utilize electronic formats and hold public meetings at convenient and accessible locations and times;
• Demonstrate explicit consideration and response to public input received during the development of the LRTP.

1.2. Identify Stakeholders and Develop Contact List

An extensive effort was made to obtain and verify current email addresses for a broad range of organizations and individuals. This effort included identifying key stakeholders and developing a contact list.

**Stakeholder Identification Tool**

The MIC’s Stakeholder Identification Tool translates the requirements of CFR 450.316 into a detailed listing of local organizations and individuals potentially interested in and/or affected by the transportation policies and projects included in the MIC area LRTP. Briefly, those interested parties included:

- Citizens/General Public
- Government and Public Agencies
- Public Transportation Operators and Users
- Private Transportation Operators
- Multimodal Freight Providers and Customers
- Non-Motorized/Active Transportation Advocates
- Human Services Providers and Recipients
- Natural and Historical Resource Preservation and Protection Groups and Agencies
- Business and Economic Development Interests
- Educational Institutions
- Tribal and Federal Lands Agencies

In addition to those identified by MIC staff, visitors to the Sustainable Choices 2045 website were invited to submit their email address if they were interested in receiving updates.

**Table 7.1: The MIC’s Stakeholder Identification Tool**

<table>
<thead>
<tr>
<th>Stakeholder Identification Tool for LRTP</th>
</tr>
</thead>
<tbody>
<tr>
<td>As part of the 2013 update of the Public Involvement Plan, a comprehensive stakeholder contacts list was developed that included identified parties (agencies, interest groups and individuals) who have been engaged in current and recent planning activities or “soft opened” to our planning process in 2013 as well as traditionally underserved groups and individuals as defined in Section 450.311 of the Federal Register and as identified in the MIC’s Title VI plan.</td>
</tr>
</tbody>
</table>

**Figure 7.1**

- **Shown as a member of the MIC’s Stakeholder Identification Tool:**

- **Stakeholder Identification Tool**

- **Emailing addresses for a broad range of organizations and individuals. This effort included identifying key stakeholders and developing a contact list.**

- **Table 7.1**

- **The MIC’s Stakeholder Identification Tool translates the requirements of CFR 450.316 into a detailed listing of local organizations and individuals potentially interested in and/or affected by the transportation policies and projects included in the MIC area LRTP. Briefly, those interested parties included:**

  - Citizens/General Public
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  - Natural and Historical Resource Preservation and Protection Groups and Agencies
  - Business and Economic Development Interests
  - Educational Institutions
  - Tribal and Federal Lands Agencies

- **In addition to those identified by MIC staff, visitors to the Sustainable Choices 2045 website were invited to submit their email address if they were interested in receiving updates.**
individuals, in keeping with federal requirements and the MIC’s commitment to seek out and consider the needs of those traditionally underserved by existing transportation systems (Fig. 7.1).

A comprehensive mailing list was compiled that included interested parties (agencies, groups and individuals) as well as traditionally underserved groups and individuals as identified in the MIC’s Title VI plan.

Identified stakeholders also included current MIC Board and committee members as well as participants in MIC plans and studies over the past several years.

1.3. Develop a Brand
A project brand and logo was developed for use throughout the project, on the website, all printed materials and public engagement activities.

MIC staff developed a brand to consistently identify the LRTP project with specific fonts, colors and a logo, for use across all print and electronic media and during public engagement activities.

1.4. Form and Engage LRTP Advisory Committee
The MIC’s Transportation Advisory Committee (TAC), consisting of Duluth and Superior area planners, engineers and modal representatives, as a voice of many key stakeholders, was enlisted as the primary advisory group for the LRTP (Fig. 7.2).

Fig. 7.2: The MIC’s Transportation Advisory Committee was enlisted as the primary advisory group for the LRTP throughout during all phases of the its development.

PUBLIC INVOLVEMENT
is integral to the vision of Sustainable Choices 2045:

“To develop a community-supported multimodal transportation system that not only supports the diverse needs of people and commerce, but is also fiscally, socially, and environmentally sustainable over time.”

PUBLIC INVOLVEMENT
is represented in several different goals and objectives:

Objective 2-2: Ensure legitimate opportunities for the public to engage in discussion about, and to share their needs and desires regarding the Duluth-Superior area transportation system.

Objective 2-6: Make information about the Duluth-Superior area transportation system available to the public in a variety of ways.
Its purpose was to provide input on all aspects of the LRTP during its development, by reviewing the vision and goals, providing feedback on chapters as they were drafted, and assessing key take-aways from data collected and public comments.

The MIC Board also received much the same information as the LRTP Committee at several of its monthly meetings, and was appraised of primary comments and suggestions of the Advisory Committee.

**Phase 2: Public Outreach**

A variety of online, print, media and in-person strategies were undertaken to give information about the LRTP and promote opportunities for giving input into the Plan during its development, including:

**2.1. Sustainable Choices 2045 web page**

The project web page [https://dsmic.org/planning/long-range/](https://dsmic.org/planning/long-range/) was developed and maintained as the primary resource for current information about the LRTP for the duration of the planning process. (Figures 7.3, 7.4 & 7.5)

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**LRTP Web Page**

As the primary source of information about the LRTP process and content, the dedicated project web page was updated throughout the duration of the Plan’s development, including:

- Background info and scope of work;
- Notifications of upcoming public meetings;
- Links to online public surveys (Fig. 7.4);
- Links to an interactive projects map (Fig. 7.5) and Draft plan chapters;
- Email link to MIC staff person to enable site visitors to provide input and ask questions.

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**Fig. 7.3 Screenshot of the MIC’s Long Range Plan Web Page**

(https://dsmic.org/planning/long-range/)
Fig. 7.4: The LRTP web page was a primary public involvement tool, with several ‘call to action’ posts about taking the surveys, attend meetings, and other public engagement notifications.

Take the Phase 2 Survey!

We are building off responses from our Phase 1 Survey to dig deeper: What are your transportation-related priorities? What tradeoffs would you accept? Your input is essential to better target our limited financial resources toward meeting our transportation needs, now and in the future. Click on the graphic, below. to take the Phase 2 survey. It’s interesting, interactive and will take 5 minutes or less. It’s open through December 31.

Fig. 7.5: The LRTP web page features a link to an interactive map of short- and mid-range projects listed in the Plan (http://bit.ly/LRTP2045ProjectList)
2.2. Public Surveys

MIC staff designed and distributed two online surveys to obtain public input about area transportation priorities, which in turn translated into short-and long-term goals and objectives. (Fig. 7.6)

The Phase 1 survey focused on transportation priorities while the Phase 2 survey asked participants to address more in-depth topics such as tradeoffs.

922 comments were received from the two surveys. Appendices B, C, D and G describe the survey questions and format and discuss their results in detail.

Figure 7.6: Screenshots of two pages of the online Phase 1 public survey utilizing the MetroQuest platform.

The interactive online survey platform MetroQuest was utilized for two separate “Phase 1” and “Phase 2” surveys in the early development of Sustainable Choices 2045.
2-3. Informational Pieces
As the project progressed, a number of displays and handouts were produced to describe our LRTP initiative and to promote the surveys, including:

- Handouts describing the LRTP: key facts, primary issues and public involvement opportunities (Fig. 7.7—sidebar).
- Posters with a message to “Take the Survey” included a scannable QR code linking directly to the online survey (Fig. 7.8).
- An interactive project maps and other visualization tools to describe aspects of the LRTP.
- PowerPoint presentations about current topics, technical data, transportation trends and public input.

Fig. 7.8: Posters with “Take the Survey” message included a scannable QR code linking directly to the online survey.
2-4. LRTP Displays at Public Events

MIC staff conducted several pop-up displays, early in development of the LRTP, to reach out to the general public about the goals of the LRTP, promote the online surveys and gather input in person. (Figures 7.9 & 7.10)

Eight pop-up displays were conducted at public events in 2018 to promote the LRTP and the 2 surveys, including:

- 7th Annual Mayor's Bicycle Ride and Luncheon
- MIC Bike to Work Day Hospitality Station
- Lincoln Park Craft District Solstice Street Party
- Downtown Duluth Sidewalk Days Display
- Lincoln Park Meet on the Street Event
- Duluth Transit Authority Customer Appreciation Day at the DTA Passenger Terminal

Fig. 7.10: The three-day Downtown Duluth Sidewalk Days event in July 2018 allowed MIC staff to interact with many community members and yielded a high number of survey responses.
2-5. Local Media Engagement
Local media picked up on a MIC press release featuring the Phase 1 public survey:

- Article in the Duluth News Tribune
- Interview with Lead Planner Mike Wenholz on weekly PBS public affairs program Almanac North

2-6. Social Media Engagement
The MIC’s Facebook page was used several times to promote the LRTP generally, and the Phase 1 and Phase 2 surveys specifically:

- 6 posts with links to the surveys June—November 2018, reaching 848 people.
- 2 paid Facebook Boosts with links to the surveys in June and November, reaching 1280 people.

A total of 8 posts (paid and unpaid) were made on the MIC Facebook page with links to the Phase 1 and Phase 2 public surveys, resulting in a total reach of 2128 people.

Phase 3: Consultations
MIC staff reached out to a wide variety of stakeholder groups and organizations early, and again midway, through the process of developing the LRTP. Consultation meetings were scheduled with both targeted interest groups and MIC-area jurisdictions (see sidebar). A total of 262 comments were received from these consultations and are detailed in Appendix I.

The purpose of the stakeholder consultations held in 2018 was to meet with targeted groups of individuals with unique transportation needs. At these meetings MIC staff shared an overview of the LRTP and also requested feedback, with two questions:

- How well does the existing Duluth-Superior area transportation system help your organization meet its mission or goals?
- Looking ahead 25 years, what should the Duluth-Superior area transportation system look like to help your organization meet its mission or goals?
3.2. Jurisdictional Consultations
As part of developing the transportation project list and fiscal constraint components of the Plan (described in Chapter 4), MIC planning staff met with officials from every MIC-area jurisdiction (see sidebar).

The purpose of the consultations was for our jurisdictional partners to learn about the vision and goals of the LRTP, and to share the key take-aways from our public involvement efforts to date (Chapter 3).

It also served as an opportunity for the jurisdiction to share its transportation wants, needs and short- mid- and long-range projects to be considered for inclusion within the LRTP.

They were also asked to share any known project ideas or suggestions for future additional study within the next 25 years, and to identify which of the five planning perspectives/ goals of Sustainable Choices 2045 would be key drivers of each project idea or suggested study.

3.3. Targeted Stakeholder Consultations Part 2 (2019)
The purpose of the second round of stakeholder meetings, held in 2019, was to give agencies, groups or organizations with interests in environmental and historic preservation, and low-income, minority, aging and disabled populations a meaningful opportunity for input prior to the finalization of the Draft Plan.

Fig. 7.11: MIC staff conducted a second round of consultations with representatives from local agencies with interests in human services and aging, environmental and historic preservation, and tribes.

JURISDICTIONAL CONSULTATIONS
MIC staff conducted consultations with all MIC-area jurisdictions (April-May, 2019):
- City of Rice Lake
- Minnesota DOT
- Wisconsin DOT and Douglas County
- St. Louis County
- City of Hermantown
- City of Proctor
- Duluth Transit Authority (DTA)
- City of Superior and Area Townships & Villages
- City of Duluth
- Duluth Area Townships

STAKEHOLDER GROUP CONSULTATIONS (PART 2)
MIC staff conducted a second round of stakeholder consultations with these stakeholder groups in 2019:
- Bicycle Pedestrian Advisory Committee (BPAC)
- Harbor Technical Advisory Committee (HTAC)
- Duluth Transit Authority (DTA) Board
- Natural and Historic Resources, Human Services Agencies and Tribes (2 meetings)
These consultations (see sidebar, previous page) were purposely held at a later stage in the Plan’s development, so we could bring forward the information collected to date, highlight key take-aways from data collected and feedback received and present the short-, mid- and long-term projects proposed for inclusion in the Plan’s project list.

Participants at these meetings were asked to respond to the following two questions:

- Are there any concerns to consider, from the perspective of your organization, regarding the proposed transportation projects?
- What additional transportation projects or issues should be considered for inclusion in the plan?

Appendix I discusses comments received during all consultations in detail.

3.4. Seeking Input from Traditionally Underserved Populations

Community advocacy groups with which the MIC works regularly were identified as primary contacts to traditionally underserved populations during its initial outreach efforts.

Staff from the MIC introduced the Sustainable Choices 2045 process at a transportation-focused meeting sponsored by Community Action Duluth, and met with staff from Ecolibrium 3 and One Roof Housing, neighborhood improvement agencies. Various members of these organizations were included on the LRTP stakeholder mailing list and notified directly about the LRTP update and opportunities for involvement.

During the development of Sustainable Choices 2045 the MIC also considered outreach to non-English speaking individuals, but data regarding the number and specific language requirements of such individuals in the Duluth-Superior area is scant, and, as discussed in its 2018 Title VI Plan, the MIC was unable to determine a cost-effective approach of targeting communication to non-English speaking people.

As development of the plan progressed and future transportation projects were identified, staff also conducted an environmental justice (EJ) assessment of those projects and included this information in the jurisdictional consultations (Section 3.2, above) and the second round of targeted stakeholder consultations (Section 3.3).
Phase 4: Release of Draft Plan for Public Comment
The Draft document was released for public review and comment in accordance with federal regulations and the MIC’s Public Involvement Plan.

4.0. Preliminary Draft Chapters
One month prior to the formal release of the Draft Plan, i.e., in late June 2019, preliminary drafts of all chapters were posted on the Sustainable Choices 2045 web page, and a link was distributed to members of the LRTP advisory committee, oversight agencies and the MIC Policy Board, to encourage review and edits from these key stakeholders as the formal Draft version was being finalized.

4.1. Formal Release of Draft Document
The Draft version of Sustainable Choices 2045 was approved by the MIC Board for released for the 30-day public review and comment period effective Monday, July 29 through Friday, August 30, 2019.

4.2. Publicity and Distribution
Legal Notices were placed and press releases were sent to the two major papers of record, the Duluth News Tribune and the Superior Telegram.

Oversight agencies, including MnDOT, WisDOT and FHWA were contacted by email with a link to the Draft document on the MIC website, with a request to review the content before the end of the 30-day public comment period and to formally respond.

Emails were also sent to the TAC, as the primary Advisory group, to the MIC Policy Board members, and to general stakeholder lists. Each included a link to the LRTP web page and a request to review and comment on the Draft plan and included an invitation to attend the public open houses on August 8 and 22nd.

A post about the Draft plan and the public open houses was placed on the MIC’s Facebook page and promoted via a paid boost (ad) for the duration of the comment period.

4.3. Public Open Houses
Two open houses were held, on Thursday, August 8, 2019 from 3:30 – 6:30 p.m. at the Duluth Folk School, 1917 W Superior St,
and on Thursday, August 22, 2019 from 3:30 – 6:30 p.m. at the Superior Public Library, 1530 Tower Ave, Superior, WI.

4.4. Media Coverage
The LRTP open houses were picked up as stories by local media outlets, including articles in the Duluth News-Tribune in advance of the public meetings, and television news stories after both the Duluth and Superior meetings.

Fig. 7.12: Local TV news stations featured stories about the LRTP after the public Open Houses in both Duluth and Superior..

4.5. Presentations to Targeted Audiences
Presentations about the Draft Plan were given during the public comment period to the TAC, the MIC, the Bicycle-Pedestrian Advisory Committee, the Harbor Technical Advisory Committee and the Duluth Transit Authority Board. Comments were requested, and invitations extended to attend the scheduled open houses.

4.6. Comments
A total of 108 comments were received on the Draft LRTP from Advisory Committee members, oversight agencies including MnDOT, WisDOT, FHWA and FTA as well as
members of the public.

All comments, along with MIC responses as to how that input was considered, were recorded (in Appendix J) and as appropriate, incorporated into various sections of the Final document. Significant comments and staff responses were reported to all TAC and MIC members at their regularly scheduled meetings in October, prior to the Policy Board’s scheduled action to vote on adoption of the plan (October 16, 2019).

**Public Input: What We Heard**

The main theme of *Sustainable Choices 2045* is that over the next 25 years there will be many transportation needs but limited resources, and that we will need to make wise choices in how we build and maintain a transportation system so that it is economically, socially, and environmentally sustainable over time.

This is the context for the nearly 1200 responses gathered from the public engagement activities as described, all of which aimed

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### Achieving a Balanced Transportation Network

One comment received fairly sums up the public interest in a balanced transportation system: “Basically people will use the system we design. If we build for cars then we will get cars. If we build for public accessibility and mobility for all people regardless of ages and abilities we will get people then we will get people moving around in all types of ways.”

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![Chart: What Transportation Issues Matter Most?](chart.png)

- **22%** Supporting Great Places & Neighborhoods
- **26%** Health of People & the Environment
- **18%** Building the Economy
- **15%** Moving Fast & Efficiently
- **19%** Reducing Injuries & Crashes

Results of Dot Surveys at 5 public events in 2018 (n = 843) and 2018 MetroQuest Phase 2 survey results (n = 748)

Reminded that we have many needs but limited resources, people were given three dots and asked to place them under the planning perspectives they believed our transportation resources should be directed towards.

Duluth-Superior Metropolitan Interstate Council (MIC) January, 2019
to ascertain the travel choices, priorities and concerns of people, organizations and jurisdictions throughout the Duluth-Superior metropolitan area.

Major Themes
Appendices B, C, D, G, H and I discuss specific comments received and major themes in detail, but they include:

Achieve a Balance of Multiple Goals
One key message we heard is that the public wants our future transportation investments to accomplish multiple goals, and in a relatively balanced manner.

Achieving this will require a shift from traditional transportation priorities, including new, broader, more integrative and holistic approaches that include a more diverse group of interests and professionals within project planning and decision-making teams from the beginning.

Provide Multi-Modal Choices
Although driving and riding in automobiles and walking are the primary modes used in the MIC area, other modes of travel are also used, desired, and in some cases necessary for people to travel within, through, and to and from the MIC area.

It will be extremely difficult, if not impossible, to establish livable and equitable communities that meet the multiple goals of this plan without true multi-modal options.

Maintain Existing Infrastructure
Maintenance of our existing transportation system is strongly desired, with specific focus and priority on critical infrastructure rather than on the entire system.

This includes maintenance of all aspects of our infrastructure (not simply road surfaces), as well as addressing inefficiencies within the system.

Promote Environmental Sustainability
Building, maintaining, and operating our transportation system in an environmentally sound and sustainable manner is strongly desired.
Make Evidence-Based Decisions
People want and expect decisions about our transportation system to be based on data and evidence, and not on political or other factors.

In addition to the points above, it is noteworthy that while most of the focus historically has been on vehicular efficiency and safety, two other themes emerged as important goals for our transportation system, namely:

- Support the health of people and the environment
- Support great places and neighborhoods

Public Input: What We Will Do With This Information
The MIC is committed to ongoing implementation of the vision, goals and objectives of Sustainable Choices 2045, and to due consideration of the public comments received.

All comments have been recorded into a searchable database and will be shared with appropriate area jurisdictions as transportation projects are planned and move forward for consideration. These comments are also available to view in Appendices D, I and J of this Plan.
Implementation Strategy

Upon approval of Sustainable Choices 2045, a team will be established to guide ongoing implementation of the Plan’s vision, goals and objectives. Tasks for the Team will likely include:

- Develop an overall implementation strategy that outlines a process and details steps to be taken.
- Prepare a list of strategies specific to each objective listed in Sustainable Choices 2045 that can be used when implementing the objectives.
- Prepare a list of tactics specific to each strategy that can be used when implementing the objectives.
- Consider how the comments received from surveys, partner groups and jurisdictional consultations can be considered and used to help implement Sustainable Choices 2045.
- List all current required performance measures and targets, and include ideas on how to ensure they are implemented and met.
- Update the TIP project selection process to address and meet the long range objectives of Sustainable Choices 2045.
- Distribute Sustainable Choices 2045 to all appropriate MIC-area jurisdictions, agencies, and partners for their consideration.
- Assist jurisdictions, agencies, and partners in including and/or implementing portions of Sustainable Choices 2045 within their own plans, policies, or projects.
- Develop an evaluation process and timeframe to regularly assess progress toward implementing the goals and objectives of Sustainable Choices 2045 (at least once annually).
- Generally ensure that over time, all aspects of Sustainable Choices 2045 are being implemented.