



# 2026 Public Participation Plan (PPP)

Draft

Prepared by the Eastern Shore Metropolitan Planning Organization for  
Member Local Governments in Cooperation with the  
Alabama Department of Transportation

April 2026

Asistencia de idiomas está disponible poniéndose en contacto con personal de la MPO en  
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# Eastern Shore Metropolitan Planning Organization

## 2026 Public Participation Plan (PPP) for the Eastern Shore Metropolitan Planning Area

This document is posted on the internet at [www.easternshorempo.org](http://www.easternshorempo.org)

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This PPP was prepared as a cooperative effort of the U.S. Department of Transportation (USDOT), Federal Highway Administration (FHWA), Alabama Department of Transportation (ALDOT), and local governments as a requirement of 23 USC 134 and 135, amended by the Infrastructure Investment and Jobs Act, Section 11201, November 2021. The contents of this document do not necessarily reflect the official views or policies of the U.S. Department of Transportation.

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# Resolution

## EASTERN SHORE METROPOLITAN PLANNING ORGANIZATION

### RESOLUTION NO. 2026-

Approving the 2026 Public Participation Plan for the Eastern Shore Metropolitan Area

**WHEREAS**, the Eastern Shore Metropolitan Planning Organization (MPO) is the organization designated by the Governor of the State of Alabama as being responsible, together with the State of Alabama, for implementing the applicable provisions of 23 USC 134 and 135 (amended by the Infrastructure Investment and Jobs Act, Section 11201, November 2021); 42 USC 2000d-1, 7401; 23 CFR 450 and 500; 40 CFR 51 and 93; and

**WHEREAS**, Title 23 CFR 450.316(a)(1) et al, provides that the MPO's must prepare a public participation plan to describe the process to ensure all citizens have reasonable opportunities to be involved in transportation planning, defines the segments of population to be included in that process, and further describes the means, methods, and formats used in providing those opportunities; and

**WHEREAS**, in meeting requirements of 450.316 (a)(ix), the MPO agrees to periodically review the effectiveness of procedures and strategies intended to provide full and open access to all citizens; and

**WHEREAS**, consistent with the declaration of the provisions above, the Eastern Shore MPO, in consultation with the Alabama Department of Transportation, has prepared a 2026 Public Participation Plan (PPP); and

**WHEREAS**, pursuant to 450.316 (a)(3), the MPO has provided a public comment period of forty-five (45) days to review the PPP prior to final MPO approval; now

**THEREFORE, BE IT RESOLVED** that the Eastern Shore MPO has reviewed its public participation procedures, hereafter referred to as the 2026 Public Participation Plan (PPP), to assure that full and open access to the transportation planning process is provided to all citizens, to maintain consistency with federal and state requirements, and to improve and streamline the public involvement process.

The foregoing resolution was adopted and approved on the 29<sup>th</sup> day of April 2026, by the Eastern Shore Metropolitan Planning Organization Policy Board.

\_\_\_\_\_ Date: \_\_\_\_\_  
Jack Burrell, Chairperson

ATTEST:

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

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## 1.0 Purpose

The following procedures are part of the Eastern Shore Metropolitan Planning Organization (MPO) Public Participation Plan (PPP), required as part of the passage of Public Law 117-58, Infrastructure Investment and Jobs Act (IIJA). The purpose of this Public Participation Plan is to be consistent with the intent of the IIJA final rules to provide for an open process with free exchange of information and opportunity for public input at all stages of the transportation planning process, as well as at scheduled meetings of the Technical Advisory Committee (TAC), the Citizens Advisory Committee (CAC), the Bicycle and Pedestrian Advisory Committee (BPAC), and the MPO Policy Board.

## 2.0 Metropolitan Planning Organization Structure

Planning processes within the Metropolitan Planning Area (hereafter MPA; see Appendix B) are carried out by the Eastern Shore Metropolitan Planning Organization (ESMPO). ESMPO staffing and operations are carried out by the Baldwin County Highway Department, located in Robertsedale, Alabama. The ESMPO mailing address is:

*Eastern Shore Metropolitan Planning Organization (ESMPO)*  
*PO Box 220*  
*Silverhill, AL 36576*

The Eastern Shore MPO is comprised of four (4) components - one Policy Board and three Advisory Committees:

### MPO Policy Board:

The overall decision-making responsibility for the transportation planning process in the Eastern Shore MPA (Metropolitan Planning Area) belongs to the Policy Board, comprised of nine (9) voting members who are elected officials from the Baldwin County Commission, the City of Daphne, the City of Fairhope, the City of Spanish Fort, the City of Loxley, and the Alabama Department of Transportation Southwest Region Engineer. The Board was formed in July of 2012, following designation of the Urban Areas in Eastern Shore by the 2010 US Census requiring a MPO.

### Technical Advisory Committee (TAC):

The MPO Policy Board receives input, recommendations, and advice from this committee primarily on technical aspects of roadway network planning, funding, and implementation. The committee largely consists of municipal department heads and staff, who may work directly in a planning capacity, such as city and regional planners, city engineers, and public works directors. The TAC also consists of non-voting members from various other transportation sectors such as public transportation, trucking, and aviation.

Citizens Advisory Committee (CAC):

The Policy Board and the TAC may receive input, recommendations, or advice directly from this committee, made up of community members and leaders active in city and regional issues. The CAC is comprised of citizens from communities within the MPA. CAC members provide views on projects and programs from the community perspective.

Bicycle and Pedestrian Advisory Committee (BPAC):

The Policy Board, the TAC, and the CAC, may receive input, recommendations, or advice directly from this committee, made up of community members and leaders active in bicycle and pedestrian issues. The BPAC is comprised of citizens from communities within the MPA. BPAC members provide views on projects and programs from the bike and pedestrian perspective.

Additional Committees:

The Policy Board may develop, at its discretion, additional Committees to solicit specialized input on particular subject matters. Members may be comprised of technical persons, as well as citizens, from the communities within the MPA to provide recommendations and advise the BPAC, CAC, TAC, and Policy Board.

## **3.0 Regulations and Requirements**

### **3.1 Planning Factors**

While the amended 23 USC 134 and 135 and 23 CFR 450 are the primary regulatory resources MPO planning activities, the **Scope of the Planning Process** (formerly the FAST ACT Planning Factors) provides guiding principles within which public participation takes place. The Scope of the Planning Process is provided here as additional information in support of the PPP process:

1. Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency;
2. Increase the safety of the transportation system for motorized and non-motorized users;
3. Increase the security of the transportation system for motorized and non-motorized users;
4. Increase the accessibility and mobility of people and freight;
5. Protect and enhance the environment, promote energy conservation, improve the quality of life, and promote consistency between transportation improvements and state and local planned growth and economic development patterns;
6. Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight;
7. Promote efficient system management and operation; and
8. Emphasize the preservation of the existing transportation system;
9. Improve the resiliency and reliability of the transportation system and reduce or mitigate stormwater impacts of surface transportation;
10. Enhance travel and tourism.

### 3.2 IIJA PPP Provisions

Title 23 USC 134, as amended, emphasizes not only the need for involvement by the general public and all interested parties, it requires fundamental procedures be carried out for insuring direct public access to information and the opportunity for input into the process.

- A. **23 USC 134(i)(6)(B)** calls for a Public Participation Plan (PPP) in development of an overall Transportation Plan or Long Range Transportation Plan and provides for the following, in part:
  - 1. Shall be developed in consultation with interested parties.
  - 2. Shall provide interested parties with reasonable opportunity to comment.
  - 3. Methods must include public meetings at convenient and accessible times and locations.
  - 4. Visualization techniques to assist in interpreting plans and actions.
  - 5. Public information should be provided electronically, using available devices and applications and the Internet to aid in dissemination.
  - 6. A plan must be published by the MPO for public review (ALDOT requires that the Plan be made available both in hard copy and electronic versions).
  
- B. **23 Code of Federal Regulations (CFR) 450** interprets the amended provisions of 23 USC 134 and provides for the following, in part:
  - 1. Adequate public notice of activities and time for public review and comment.
  - 2. Timely notice and access to information.
  - 3. Employment of visualization techniques to describe plans and programs.
  - 4. Make information available electronically and on the internet.
  - 5. Hold meetings at convenient times and easily accessible venues.
  - 6. Consider and respond to public input in a timely fashion.
  - 7. Seek out and consider the needs of the traditionally underserved in the community, such as low-income and minority populations.
  - 8. Provide additional opportunity for public comment on all plans, and changes to plans, following initial agency and public reviews during development, especially the Long Range Transportation Plan and Transportation Improvement Program.
  - 9. Coordination with statewide public involvement and consultation processes.
  - 10. Periodically review procedures and effectiveness of Plan strategies.
  - 11. Provide a summary of public comments on the draft for the Long Range Transportation Plan and the Transportation Improvement Program and include those in the final documents.
  - 12. Provide a minimum of a forty-five (45) day public comment period before finalization of a PPP Plan or an update of an existing PPP Plan.

### 3.3 Americans with Disabilities Act (ADA) and Title VI

#### ADA:

The ADA is a civil rights law that prohibits discrimination based solely on disability. It provides protections against discrimination similar to the Civil Rights Act of 1964, which is based on race, religion, sex, national origin, and other characteristics. ADA essentially defines disability as a physical or mental impairment that limits life activity.

The Americans with Disabilities Act of 1990 encourages the participation of people with disabilities in the development of transportation and paratransit plans and services. In accordance with ADA guidelines, ***all meetings conducted by the MPO will take place in locations which are accessible by persons with mobility limitations or other impairments.*** Further, each state is required to be compliant with Section 504 of the Rehabilitation Act of 1973 and the 1990 Act.

#### Title VI & Environmental Justice:

Title VI of the Civil Rights Act of 1964 ensures that no person is excluded from participation in, denied the benefit of, or subjected to discrimination under any program or activity receiving federal financial assistance on the basis of race, color, national origin, age, sex, disability, or religion.

As required by Title VI of the Civil Rights Act of 1964 and FTA Circular FTA C 4702.1B, October 2012, the MPO has completed a Four Factor Analysis of the Eastern Shore Metropolitan Planning Area to determine requirements for compliance with the ***Limited English Proficiency (LEP)*** provisions. Based on the analysis, the MPO has identified a population within the MPA that may require MPO assistance in participating in the planning process. A Language Assistance Plan has been developed as follows:

#### Limited English Proficiency (LEP):

According to the US Census Bureau's 2025 American Communities Survey, 5,693 persons reside within the census tracts that intersect the Metropolitan Planning Area who speak predominantly a language other than English (primarily Spanish).

The MPO will provide language assistance to LEP persons through:

- Networking with local human service organizations that provide service to LEP individuals and seeking opportunities to provide information on the Eastern Shore MPO's programs and services;
- Posting the Eastern Shore MPO Title VI Notice, Complaint Procedures, Complaint Form, and LEP Plan on the MPO website;
- Publishing public notices, publications, and other printed materials, including webpage content, in other languages upon written request.
- Identifying in-house staff with other language abilities to assist with translation services.
- Utilizing a web-based translation service application.

The MPO will provide notice of the availability of language assistance to LEP persons by:

- Placing the LEP plan and Title VI notice on the MPO website, in MPO offices, and at public meetings.
- Including statements in notices and publications regarding the availability of interpreter services for meetings free of charge with a seven-day advance notice.

The MPO trains staff to provide language assistance in the following ways:

- Developing a curriculum and corresponding PowerPoint to educate staff on the Title VI requirements for providing meaningful access to services for LEP persons;
- Providing staff with a description of language assistance services offered by the MPO;
- Providing staff with specific procedures to be followed when encountering an LEP person, including how to handle a potential Title VI/LEP complaint.

The MPO periodically reviews the above steps to ensure that inadvertent discrimination on the basis of national origin is not occurring. The MPO monitors, evaluates, and updates the Plan every three (3) years through update of the MPO's Title VI Program.

The MPO will examine and update its LEP plan by:

- Determining how the needs of LEP persons have been addressed;
- Determining the current LEP population in the service area and whether the need for translation services has changed;
- Determining whether local language assistance programs have been effective and sufficient to meet the need;
- Determining whether transit systems financial resources are sufficient to fund language assistance resources needed;
- Determining whether the MPO has fully complied with the goals of the LEP Plan
- Determining whether complaints have been received concerning the MPO's failure to meet the needs of LEP individuals.

### **3.4 MPO PPP Goals**

As a continuing effort by the MPO to provide public access and the means to engage in the planning process, the MPO has established the following goals:

- Will offer opportunities for groups and individuals to participate in the decision-making process for the development of the Long Range Transportation Plan (LRTP), the Transportation Improvement Program (TIP), and other formal planning documents.
- Will provide open and continuous communication to inform citizens of transportation planning activities.
- Will provide timely and adequate public notice of hearings, meetings, events, and draft planning document availability.

- Will offer a timely response to public comments and concerns with the aim of addressing the concerns of citizens and/or educating citizens about transportation planning programs and issues.
- Will consult with and encourage comments from groups and individuals belonging to minority populations, low-income populations, and others with special needs.
- Will review the Public Participation Plan (PPP) annually and update policies as needed or required by FHWA or ALDOT. Full update of the PPP will be required with publication of new CFRs.

### **3.5 Public Participation Procedures for Transportation Planning Documents**

This section discusses the public participation process and procedures for preparation and dissemination of the following planning documents:

#### **Unified Planning Work Program (UPWP):**

The UPWP is the primary document in the formal, required planning document hierarchy, which includes the Long Range Transportation Plan, the Transportation Improvement Program, Public Participation Plan, Bicycle and Pedestrian Plan, and others. The UPWP document includes those activities and funding necessary to develop and produce the other Plans.

It outlines the task activities for the transportation planning program for the upcoming fiscal year, such as Administration, Data Collection and Management, Public Involvement, Transportation Systems, LRTP, TIP, Bicycle and Pedestrian, and so on. Within each task and sub-task area, components are identified as Objective(s), Previous Work, Proposed Work, Products/Deliverables, Staffing, Schedule/Timeline, and Financial Responsibility. Planning Funds (PL) are allocated to the separate tasks, including those for Public Involvement. The activities under the Public Involvement task include building or preparing the PPP, doing community outreach, educating the public on the involvement process, and interacting with the public for the MPO. Other procedural steps include:

- Public Involvement for the UPWP document itself includes a thirty (30) day review period for agency and public comment on the Draft. If no significant changes are needed following the Draft comment period, the Draft will be adopted as Final.
- Comment Forms are made available to the public at Policy Board and Advisory Committee meetings as well as available for download on the ESMPO website.
- Notices and agendas for all meetings of the ESMPO are U.S. mailed or emailed to stakeholders and interested parties fourteen (14) days prior to the meeting date.
- All meetings are open to the public because public input is encouraged and valued as codified in the Alabama Open Meetings Act 2005-40, p. 55, Art. 1.
- All meetings are subject to the provisions of Alabama Code 36-25A-1 and requirements for public access and involvement.

- All ESMPO meetings will be advertised by legal notice in a newspaper with city/countywide coverage.
- Dissemination of written information to stakeholders and other interested parties is required by federal and state statute and guidelines and is a routine activity of the MPO. Drafts of the UPWP will be available for public review and comment for *Thirty (30) days prior to MPO Policy Board approval*.
- The MPO will strive for consistency with all other planning documents and with agencies and officials responsible for other planning activities affected by transportation projects in the Metropolitan Planning Area and the implications for public involvement.
- Written and recorded oral comments will be summarized in the UPWP document.
- Amendment to the UPWP requires FHWA and ALDOT approval and may require public participation. The MPO should consult with ALDOT to determine the extent of that participation.
- The document will be published on the ESMPO website (Easternshorempo.org). Physical copies may be obtained by contacting the ESMPO Director, Sarah H. Sislak, as follows:

**U.S. Mail:**

Eastern Shore MPO

PO Box 220

Silverhill, AL 36576

**Phone:** (251) 990-4643

**Email:** [coordinator@easternshorempo.org](mailto:coordinator@easternshorempo.org)

*There is a nominal printing or reproduction charge.*

**Long Range Transportation Plan:**

The Long Range Transportation Plan (LRTP) projects transportation decision-making in the Metropolitan Planning Area out to at least a twenty-year horizon. The LRTP is updated every five years (four years if in non-conformity for Air Quality) and serves as a conduit for public input on a broad range of transportation issues. The LRTP considers all modes of transportation from a regional perspective. The following actions will be undertaken to ensure that the public is involved in the LRTP development and all revisions to the draft and final documents:

- The LRTP will be open to public review and comment for fourteen (14) days. Public Comment period may run concurrently with ALDOT and FHWA review. Changes required following ALDOT/FHWA review will be made before ESMPO approval.
- The MPO will maintain stakeholder and interested party telephone, email, and address listings for the purpose of outreach and generating comment. These will include CAC members, school and church organization members, community organizations and groups, housing authority members, chambers of commerce, and state, federal, and local government agencies and staffs.
- Special outreach within the Metropolitan Planning Area that will include listings of churches, businesses, and community leaders in areas with low and moderate income populations.
- Dissemination of written information to stakeholder groups is required and is important for the public participation process to succeed. Draft versions of the Long Range Transportation

Plan will be available for public review and comment for a *minimum of fourteen (14) days prior to ESMPO Policy Board approval.*

- Notices and agendas concerning the LRTP will be posted on the ESMPO website and mailed or emailed out fourteen (14) days prior to the scheduled meeting.
- Notices will be advertised in a newspaper with city and countywide coverage.
- Hold at least two (2) open public meetings: 1) Daphne/Fairhope and 2) Spanish Fort/Loxley, to receive public comments on the LRTP, in addition to Public Forum periods during the ESMPO Policy Board and Advisory Committee meetings.
- When written or oral comments are received, an analysis, summary, and report on the disposition of the comments are included in the appendices of the Final Long Range Transportation Plan. Changes will be incorporated into the LRTP as appropriate and at the discretion of the Policy Board.
- Members of the ESMPO staff will be available to answer questions and hear comments from interested citizens at all scheduled LRTP meetings and during regular periods of the ESMPO Policy Board and Committee meetings.
- Comment forms will be available on the ESMPO website, and at all meetings, and may be presented to the ESMPO Director at any time or during the Public Forum periods if a citizen wishes to address the Board or Committees.
- The MPO will consult with all local governments, federal and state agencies, and other officials responsible for other planning activities in the Metropolitan Planning Area.
- Amendment to the LRTP requires public participation. The MPO will consult with ALDOT to determine the extent of that participation.
- The document will be published on the ESMPO website, physical copies may be obtained by contacting the ESMPO Director, Sarah H. Sislak, as follows:

**U.S. Mail:**

Eastern Shore MPO  
PO Box 220  
Silverhill, AL 36576

**Phone:** (251) 990-4643

**Email:** [coordinator@easternshorempo.org](mailto:coordinator@easternshorempo.org)

**Transportation Improvement Program:**

The Transportation Improvement Program (TIP) is the short-range subset of the Long Range Transportation Plan and is the funded, four-year program of projects in the Eastern Shore MPA. The TIP includes those federal-aid projects funded under Surface Transportation, Bridges, Highway Safety, Transit, and Transportation Enhancement programs. Other state and federal funding sources and programs may contribute to transportation development in the Eastern Shore area and are included in the TIP project listings, which include specific project descriptions, level of completion, funding by phase, and funding sources. The following will be undertaken to ensure public participation:

The MPO will maintain stakeholder and interested party telephone, email, and/or address listings for the purpose of outreach and generating comment. These will include CAC members, school and church organization members, community organizations and groups, housing authority members, chambers of commerce, state, federal, and local government agencies and staffs, and members of the community who have expressed an interest.

- Hold at least two (2) open public meetings: 1) Daphne/Fairhope and 2) Spanish Fort/Loxley, to receive public comments on the Transportation Improvement Program, in addition to Public Forum periods during the ESMPO Policy Board and Advisory Committee meetings.
- Special outreach within the Metropolitan Planning Area that will include complete listings of churches, businesses, and community leaders in areas with low and moderate income populations.
- Dissemination of written information to public and stakeholder groups. Draft version of the TIP will be available for public review and comment for *fourteen (14) days prior to MPO Policy Board approval*.
- Notices will also be advertised in a newspaper with city and countywide coverage.
- Notices and agendas of meetings concerning the TIP will be posted on the ESMPO website and mailed out fourteen (14) days prior to the scheduled meeting.
- Members of the ESMPO staff will be available to answer questions and hear comments from interested citizens at all scheduled TIP meetings and during Public Forum periods of the ESMPO Policy Board and Advisory Committee meetings.
- Comment forms will be available on the ESMPO website, and at all meetings, and may be presented to the ESMPO Director at any time or during the Public Forum periods if a citizen wishes to address the Board or Committees.
- When written and oral comments on the TIP are received, an analysis, summary, and report on the disposition of the comments are included in the appendices of the Final Transportation Improvement Program. Changes will be incorporated into the TIP as appropriate and at the discretion of the Policy Board.
- Amendment to the TIP may require public participation. The MPO should consult with ALDOT to determine the extent of that participation.
- In preparation of the TIP, the MPO will consult with all local governments, federal and state agencies, and other officials responsible for other planning activities affected by transportation projects in the Metropolitan Planning Area.
- The document will be published on the ESMPO website (Easternshorempo.org). Physical copies may be obtained by contacting the ESMPO Director, Sarah H. Sislak, as follows:

**U.S. Mail:**

Eastern Shore MPO

PO Box 220

Silverhill, AL 36576

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**Public Participation Plan:**

As already shown under Section 3.1, the PPP is required under the law as written in 23 USC 134, and then as interpreted in the regulations of 23 CFR 450. Within 450.316 are the specifics for the Plan, and they include some or all of the following items that are necessary to ensuring full compliance with the law and to ensure the opportunity for participation of the citizens of the Eastern Shore MPA in the planning process.

The Plan outlines processes for involving the public in transportation planning under federal and state regulations and guidelines for preparing the primary planning documents: UPWP, LRTP, TIP, PPP, and Bicycle and Pedestrian Plan. Additionally, for Transportation Management Areas (TMAs) (over 200,000 population), the Congestion Management Process and the Air Quality Conformity Report (for TMAs in non-conformity for Air Quality), are required. At present, the Eastern Shore MPO is concerned with preparing documentation for the original four, plus the Bicycle and Pedestrian Plan. The following actions will take place in preparation of the Public Participation Plan:

- The Public Participation Plan (PPP) will be updated *at least every five (5) years*, unless directed otherwise by the Alabama Department of Transportation (ALDOT). The MPO may adjust or amend the PPP as needed, with copies submitted for review to ALDOT, who will make further distribution to FHWA, FTA, and other agencies.
- The PPP will be prepared by the MPO with input from the citizens of the MPA, individuals who work in the MPA, local governments, state and federal agencies, and interested parties as provided in 23 CFR 450.316(a).
- Dissemination of written information to public and stakeholder groups is a requisite part of 316(a). Draft versions of the PPP will be available for public review and comment for a ***minimum of forty-five (45) days prior to MPO Policy Board approval***, unless otherwise specified by ALDOT.
- The PPP document must be approved by ALDOT, FHWA, and FTA.
- Special outreach will be undertaken within the Metropolitan Planning Area that will include listings of churches, businesses, and community leaders in areas with low and moderate income populations.
- Notices and agendas of meetings concerning the PPP will be posted on the ESMPO website and mailed out fourteen (14) days prior to the scheduled meeting or event.
- Notices will also be advertised in a newspaper with city and countywide coverage.
- Members of the MPO staff will be available to answer questions and hear comments from interested citizens during regular Public Forum periods of the ESMPO Policy Board and Advisory Committee meetings.
- Comment forms will be available on the ESMPO website, and at all meetings, and may be presented to the ESMPO Director at any time or during the Public Forum periods if a citizen wishes to address the Board or Committees.
- When written and oral comments on the PPP are received, an analysis, summary, and report on the disposition of the comments are included in the appendices of the final Public Participation Plan. Changes will be incorporated into the PPP as appropriate and at the discretion of the Policy Board.
- Amendment to the PPP may require public participation. The MPO should consult with ALDOT to determine the extent of that participation.
- In preparation of the PPP, the MPO will consult with all local governments, federal and state agencies, and other officials responsible for other planning activities affected by the planning process in the Metropolitan Planning Area.
- The document will be published on the ESMPO website (Easternshoremopo.org). Physical copies may be obtained by contacting the ESMPO Director, Sarah H. Sislak, as follows:

**U.S. Mail:**  
Eastern Shore MPO  
PO Box 220  
Silverhill, AL 36576  
**Phone:** (251) 990-4643  
**Email:** coordinator@easternshorempo.org

**Bicycle and Pedestrian Plan (BPP):**

The Bicycle and Pedestrian Plan (BPP) is a multi-modal focused document that guides future decision making and establishes policies for including non-motorized transportation in development and infrastructure projects. The Federal Highway Administration requires the planning, design, and operation of transportation facilities, bicyclists and pedestrians should be included as a matter of routine, and the decision not to accommodate them should be the exception rather than the rule. There must be exceptional circumstances for denying bicycle and pedestrian access either by prohibition or by designing Highways that are incompatible with safe, convenient walking and bicycling.

- The MPO may adjust or amend the Bicycle and Pedestrian Plan as desired, with copies submitted for review to ALDOT, who will make further distribution to FHWA and other agencies.
- The Bicycle and Pedestrian Plan will be prepared by the MPO with input from the citizens of the MPA, individuals who work in the MPA, local governments, state and federal agencies, and interested parties as provided in this PPP and 23 CFR 450.316. The BPAC will make a recommendation to the ESMPO Policy Board for action on the Draft and Final documents.
- Dissemination of written information to public and stakeholder groups is a requisite part of 450.316(a). Draft versions of the Plan will be available for public review and comment for ***fourteen (14) days prior to ESMPO Policy Board approval.***
- ***Drafts and Final*** Bicycle and Pedestrian Plans must be approved by ALDOT and FHWA.
- Notices and agendas of meetings concerning the Bicycle and Pedestrian Plan will be posted on the ESMPO website and mailed and/or emailed to stakeholder groups fourteen (14) days prior to the scheduled meeting or event. Notices will also be advertised in a newspaper with city and countywide coverage.
- Members of the MPO staff will be available to answer questions and hear comments from interested citizens on the Bicycle and Pedestrian Plan during regular Public Forum periods of the ESMPO Policy Board and Advisory Committee meetings.
- Comment forms will be available on the ESMPO website, and at all meetings, and may be presented to the ESMPO Director at any time or during the Public Forum periods if a citizen wishes to address the Board or Committees.
- When written and oral comments on the Bicycle and Pedestrian Plan are received, an analysis, summary, and report on the disposition of the comments are included in the appendices of the final Bicycle and Pedestrian Plan. Changes will be incorporated into the BPP as appropriate and at the discretion of the Policy Board.
- In preparation of the Bicycle and Pedestrian Plan, the MPO will consult with all local governments, federal and state agencies, and other officials responsible for other planning activities affected by the planning process in the Metropolitan Planning Area.

- The document will be published on the ESMPO website (Easternshorempo.org). Physical copies may be obtained by contacting the ESMPO Director, Sarah H. Sislak, as follows:

**U.S. Mail:**

Eastern Shore MPO

PO Box 220

Silverhill, AL 36576

**Phone:** (251) 990-4643

**Email:** [coordinator@easternshorempo.org](mailto:coordinator@easternshorempo.org)

### **3.6 Amendment Process for the Long Range, TIP and other MPO Planning Documents**

Amendments to formal planning documents containing project listings and funding will be carried out pursuant to sections of Title 23 Code of Federal Regulations (CFR) 450, applicable to road and highway projects under various Federal Highway Administration (FHWA) funding programs and those transportation projects and funding actions under Federal Transit Administration (FTA) programs.

While governing regulations are specific to the Long Range Transportation Plan, the short range component of the Long Range, the Transportation Improvement Program (TIP), and the Statewide Transportation Improvement Program (STIP), the process is extended in Alabama to those plans with projects and funding presented in tabular or listed format, to include the Congestion Management Plan (CMP), the Bicycle and Pedestrian Plan, and the amended project listings of the Long Range and TIP documents under the Air Quality Conformity Process.

An amendment to the Long Range Plan, TIP, and STIP documents may take one of two forms: 1. Administrative Modification, or 2. Formal Amendment Process.

1. An Administrative Modification is a minor change to project costs, funding sources, or project/phase start dates. Such minor changes or adjustments do not require public involvement activities, re-establishment of financial constraint, or, in areas of air quality nonconformity, confirmation of conformity determination. Amendments of this nature are generally conducted through coordination of ALDOT Bureau of Transportation Planning and Modal Programs staff and MPO staff to minimize plan modification, documentation activities, and costs.
2. The Formal Amendment Process is a major change to project costs, design scope, funding amounts, project/phase start dates, or a revision approved and required in the MPO plans by the State as an adjunct to its Public Involvement process. This process requires public notice, addition to MPO monthly meeting agendas, review by the public and MPO advisory committees, reviews by federal agencies, a vote by the MPO Policy Board, and an executed Resolution of adoption. The process criteria then, under which a formal amendment occurs, is when a plan or document:
  - a. Adds or deletes a project
  - b. Project costs exceed 50% of the original projected costs or \$1 million dollars
  - c. Changes the project design scope or termini description

#### **4.0 Public Involvement Process for Public Transit Provider Fare Increases**

The Baldwin Regional Area Transit System (BRATS) is the dedicated transit provider for the Eastern Shore MPO. Public Involvement Process for fare Increases or significant service reduction, defined as 30% or more reduction in vehicles operated at maximum service (VOMS) will include the presentation of proposed changes to the Baldwin County Commission at a regularly scheduled work session which is an advertised public meeting. If the Commission wishes to proceed with changes, Baldwin Regional Area Transit System will post notice of a public hearing at least 14 days prior to holding the public hearing. The posting will appear in an area newspaper publication, aboard transit vehicles, in BRATS public facilities, and on the County's public meeting calendar. All input from the public at the hearings will go before the Commission at the next regularly scheduled Baldwin County Commission meeting and the Commission will vote on fare increases or significant service reduction proposals.

#### **5.0 Meetings and Contact Information**

MPOs hold Public Meetings, or have Public Forums during regular MPO meetings in review of draft and final planning documents and may attend, sponsor meetings, or hold ad hoc meetings as outreach for specific proposed projects or programs.

State *DOTs* will hold Project Hearings as outreach or for public information and feedback. MPOs may attend or otherwise provide support for the local government projects under review.

All MPO Policy Board meetings, Advisory Committee meetings, and public meetings will be held at various locations throughout the MPA.

All MPO meetings will be advertised in newspapers with countywide circulation a minimum of fourteen (14) days prior to meeting dates. Future meeting times and dates are announced at ESMPO and Advisory Committee meetings and a schedule is provided on the ESMPO website, as well as any venue changes. If a meeting is called for a special purpose, that information is also provided.

The MPO must accommodate persons with special needs. Venues should be ADA504 compliant (wheelchair accessible) and meeting notices will provide a call-in number at least 24 hours in advance for citizens requiring assistance.

Meetings must conform to the requirements of the Alabama Open Meetings Act 2005-40 and are open to the public. All meetings are subject to public access and involvement requirement provisions of Alabama Code 36-25A-1.

The ESMPO established its permanent office in Robertsdale in June 2021. Any inquiries regarding the ESMPO can be made to the MPO Director, Sarah H. Sislak, as follows:

**U.S. Mail:**  
Eastern Shore MPO  
PO Box 220  
Silverhill, AL 36576  
**Phone:** (251) 990-4643  
**Email:** coordinator@easternshorempo.org

## **6.0 Performance Measurement Process**

### **6.1 Livability Principles and Indicators**

FHWA, with ALDOT concurring, requires that the Eastern Shore MPO continuously evaluate the effectiveness of public involvement activities in the Metropolitan Planning Area to ensure a full and open participation process.” (23 CFR 450.316(a)(1)(X)). Through periodic review and adjustment, it is possible to improve or add new public participation efforts to the MPO program and discontinue efforts that are ineffective.

Increasingly, federal and state agencies are using Performance Measures as a way of ensuring greater accountability for the expenditure of public funds in an ever growing number of programs and activities across a variety of disciplines. Within the transportation sector and the planning processes associated with transportation infrastructure development, ALDOT has adopted the *Livability Principles and Indicators* as a sustainability measurement against future actions.

The Livability Principles and Indicators are described in the narrative and individual task sections of each draft and final version of the Unified Planning Work Program. The **Principles** shown are established by federal law and cannot be changed by the MPO. However, Alabama MPOs are encouraged to employ or adapt those **Indicators** they feel best reflect their local conditions and needs and that can be easily tracked over time and presented in tables, charts, or GIS mapping within the following planning documents:

- 1) Long Range Transportation Plan
- 2) Transportation Improvement Program
- 3) Bicycle and Pedestrian Plan
- 4) Public Participation Plan
- 5) Congestion Management Process
- 6) Air Quality Conformity Report (applicable to those MPOs in non-conformity status)

All planning tasks must be measured against these **Livability Principles**:

1. Provide more transportation choices, including non-motorized transportation
2. Promote equitable, affordable housing
3. Enhance economic competitiveness
4. Support existing communities
5. Coordinate policies and leverage investment
6. Value communities and neighborhoods

As a measure of the sustainability of these principles, the Eastern Shore MPO will provide the following **Livability Indicators**:

1. Percentage of LRTP projects that contain bicycle and pedestrian elements, excluding transit projects.
2. Percentage of transportation investment from the Long Range Transportation Plan (LRTP) dedicated to enhancing accessibility of existing transportation facilities.
3. Percentage of households utilizing transit service.
4. Percentage of household income spent on housing and transportation.
5. Percentage of workforce commuting to work by bike.
6. Percentage of workforce walking to work.
7. Percentage of jobs and housing located within one-half (1/2) mile of transit service.
8. Percent of workforce living within a thirty (30) minute or less commute from primary job centers.

## 6.2 Performance Evaluation

The procedures below will be used to evaluate the effectiveness of the methods and goals listed in this document:

<u>Public Involvement Tool</u>	<u>Measures of Effectiveness (MOE)</u>	<u>Performance Goal(s)</u>
MPO Meetings/Public Meetings	Total Number of ESMPO Meetings	20 MPO Meetings, Four (4) Public Meetings
	Number of Public Attendees	100 Public attendees each year
	Residence of Public Attendees	Attendees should live within the MPO Urbanized Area
	Number of Business Attendees	80 Business attendees each year
Comments	Total number of Comments received on comment forms	50 comments received
	Number of oral comments, or electronic comments	At least five (5) comments received from each member government
	Number of mailed comments	At least five (5) comments received from business representative
	Location of Residence or business of commenting party	20% of comments submitted electronically
	Total number of comments by Mail or Email	At least 20% of responses sent via email.
Letter / Telephone Communication with Citizens	Number of letters received by MPO per Quarter	Five (5) letters per year
	Residence or Business Location of sending party	Response to written Correspondence within 2 business days
	Total calls received per Quarter	Response to telephone communication within one business day.
ESMPO Website/Social Media	Number of visits per month	Minimum of 20 hits per month on ESMPO website
	Number of ESMPO Facebook Posts	Four (4) Facebook posts per month
Poster/Flyers	Number of Flyers distributed (mail, delivered, posted)	100 flyers per quarter
	Flyer/Poster Distribution Area	Flyers delivered to each member municipality and Robertsdale
Correspondence	Total number of emails from public	100% response to emails from public
	Response time to email communication	Response to all email communication within 1 business day
	Number of email campaigns sent	Two (2) email campaigns each month
	Number of recipients on mailing list	20% growth of email list per fiscal year

# *Appendices*

## **Appendix A**

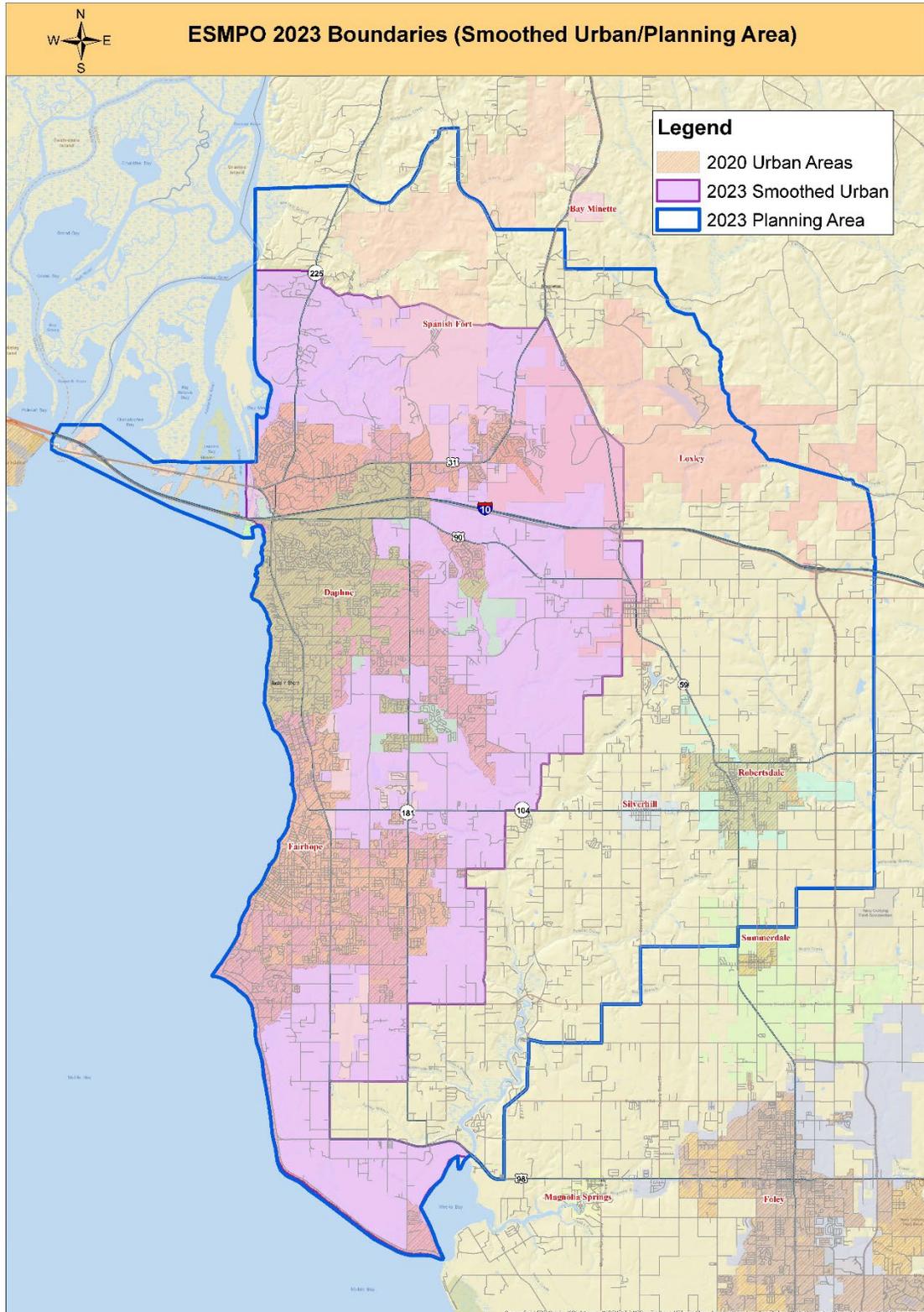
### **Abbreviations and Acronyms**

<b>3-C</b>	Comprehensive, Cooperative, and Continuing
<b>ADA</b>	Americans with Disabilities Act
<b>ADEM</b>	Alabama Department of Environmental Management
<b>ALDOT</b>	Alabama Department of Transportation
<b>APA</b>	American Planning Association
<b>AQ</b>	Air Quality
<b>BPAC</b>	Bicycle and Pedestrian Advisory Committee
<b>CAC</b>	Citizen Advisory Committee
<b>CAD</b>	Computer Aided Design
<b>CFR</b>	Code of Federal Regulations
<b>COOP</b>	Continuity of Operations Plan
<b>DBE</b>	Disadvantaged Business Enterprise
<b>DRI</b>	Developments of Regional Impact
<b>DOT</b>	Department of Transportation
<b>EPA</b>	Environmental Protection Agency
<b>ESRI</b>	Environmental Scientific Research Institute
<b>ETS</b>	Environmental Technical Section
<b>FAS</b>	Federal Aid System
<b>IJA</b>	Infrastructure Investment and Jobs Act
<b>FHWA</b>	Federal Highway Administration
<b>FTA</b>	Federal Transit Administration
<b>FY</b>	Fiscal Year
<b>GIS</b>	Geographic Information System
<b>GHG</b>	Greenhouse Gases
<b>ITS</b>	Intelligent Transportation System
<b>LAP</b>	Language Assistance Plan
<b>LEP</b>	Limited English Proficiency
<b>LRTP</b>	Long Range Transportation Plan
<b>MAP-21</b>	Moving Ahead for Progress in the 21st Century
<b>MPA</b>	Metropolitan Planning Area
<b>MPO</b>	Metropolitan Planning Organization
<b>MOVES</b>	Motor Vehicle Emission Simulator
<b>NAAQS</b>	National Ambient Air Quality Standards

<b>NEPA</b>	National Environmental Policy Act
<b>NHS</b>	National Highway System
<b>O<sub>3</sub></b>	Ground level ozone is an air pollutant resulting from chemical reactions between nitrogen and certain volatile organic compounds (VOCs) emitted through fossil fuel exhaust and other sources.
<b>PL</b>	Planning Funds
<b>PM 2.5</b>	Pollution in the form of tiny particles or droplets in the air that are two and one half microns or less in width.
<b>PPP</b>	Public Participation Plan (or Process depending on use)
<b>SAFETEA-LU</b>	Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy of Users
<b>SIP</b>	Statewide Implementation Plan
<b>SPR</b>	State Planning and Research
<b>STIP</b>	Statewide Transportation Improvement Program
<b>TAC</b>	Technical Advisory Committee
<b>TAZ</b>	Traffic Analysis Zone
<b>TEA-21</b>	Transportation Equity Act for the 21 <sup>st</sup> Century
<b>TDP</b>	Transit Development Plan
<b>TIP</b>	Transportation Improvement Program
<b>TSM</b>	Transportation System Management
<b>UPWP</b>	Unified Planning Work Program
<b>USC</b>	United States Code

# Appendix B

## Eastern Shore Metropolitan Planning Area Map



## Appendix C

### Sample Sign-In Sheet for Public Meetings



#### Sign-in Sheet

**Meeting Name:** Draft 2026 Public Participation Plan (PPP) Public Meeting

**Date, Time & Location:** Wednesday, April 1, 2026; Daphne City Hall Council Chambers

Name	Representing (if applicable)	U.S. Mail address or E-mail address (if not provided before or if changed)	Can we send you MPO information by email in the future? (circle one)	Phone Number	How did you hear about this meeting? (i.e. newspaper, web, TV, friend, community group)
			( Yes / No )		
			( Yes / No )		
			( Yes / No )		
			( Yes / No )		
			( Yes / No )		

**Appendix D**  
Sample Public Forum Card

**SPEAKER CARD**

Date: \_\_\_/\_\_\_/\_\_\_

Please Print

Name: \_\_\_\_\_



Email: \_\_\_\_\_ Phone: \_\_\_\_\_

Address: \_\_\_\_\_

Agenda Item Number: \_\_\_\_\_ Action \_\_\_\_\_ Non- Action \_\_\_\_\_

General Comments: \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_



## Appendix F

### Sample Office Visit / Telephone Log

Staff Member Name _____ Month and Year _____																				
<u>MPO</u>																				
<u>DATE</u>																				
<u>TIME</u>																				
<u>NAME</u>																				
<u>CALLER NUMBER</u>																				
<u>TOPIC</u>																				

**Appendix G**  
**Sample Comment Form**

**COMMENT FORM**

EASTERN SHORE METROPOLITAN PLANNING ORGANIZATION (ESMPO)

**DRAFT 2026 PUBLIC PARTICIPATION PLAN (PPP)**

**PUBLIC COMMENT PERIOD: March 6, 2026 – April 20, 2026**

Date: \_\_\_\_\_ Name: \_\_\_\_\_

Address: \_\_\_\_\_

Phone: \_\_\_\_\_ Email: \_\_\_\_\_

Interest in ESMPO: Property Owner within ESMPO Area \_\_\_\_\_ Public Official \_\_\_\_\_

Local Business Owner \_\_\_\_\_ Other \_\_\_\_\_

Please provide comments concerning the Draft 2026 PPP (Please Print & Use Back if Needed):

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

May we respond to your comment by email (response will be attached in pdf format) instead of U.S. Mail? Yes \_\_\_\_\_ No \_\_\_\_\_

Please return this completed form to the ESMPO by **April 20, 2026**:

Mrs. Sarah Hart Sislak, MPO Director

P.O. Box 220

Silverhill, AL 36576

(P) (251) 990-4640

[coordinator@easternshorempo.org](mailto:coordinator@easternshorempo.org)

Would you like to be notified of future MPO activity via email: Yes \_\_\_\_\_ No \_\_\_\_\_

How did you learn about the present opportunity to give comments (circle one)?

*Newspaper*   *MPO Email List*   *U.S. Mail*   *MPO Website*   *Other:* \_\_\_\_\_

**Appendix H**  
**Application for Membership on Advisory Committee**

EASTERN SHORE METROPOLITAN PLANNING ORGANIZATION (ESMPO)  
CITIZENS ADVISORY COMMITTEE (CAC) APPLICATION  
Application period will remain open until positions are filled.

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

Name: \_\_\_\_\_

Address: \_\_\_\_\_

Phone: \_\_\_\_\_ Email: \_\_\_\_\_

U.S. or Naturalized Citizen: yes  no  21 years of age or older: yes  no

Reside or work in the MPA\*: yes  no

\*You must be at least 21 years of age, a U.S. or naturalized citizen and either reside or work in the MPA (see map on MPO website; the pink, yellow and green regions make up the MPA) to serve on an MPO Advisory Committee.

**Interest in ESMPO:**

Live/work within ESMPO Area  Local Business Owner  Other \_\_\_\_\_

Meetings are generally held on the third Tuesday (at 1:00 PM) of October, January, April, and July.

Please provide comments regarding why you should be selected as a member of the CAC (please print):

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Please fill out and return to MPO staff.

Eastern Shore MPO  
P.O. Box 220 Silverhill, AI 36576  
(P) (251) 990-4643  
(F) (251) 580-2590  
coordinator@easternshorempo.org

Would you like to be notified of future MPO activity via email: Yes  No

How did you learn about the present opportunity?

Newspaper  MPO Email List  U.S. Mail  MPO Website  Other: \_\_\_\_\_

# Appendix I

## Public Notice, Comments, and Responses



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**FOR IMMEDIATE RELEASE:**  
March 6, 2026

**CONTACT:**  
Sarah Hart Sislak, MPO Director  
(251) 990-4643

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### **PUBLIC NOTICE**

#### **Eastern Shore Metropolitan Planning Organization**

#### **REQUEST FOR PUBLIC COMMENTS REGARDING THE PROPOSED DRAFT 2026 PUBLIC PARTICIPATION PLAN (PPP)**

The Eastern Shore Metropolitan Planning Organization (ESMPO) has prepared the Draft 2026 PPP for review by the MPO Policy Board and Advisory Committees in April 2026.

The PPP is a cooperative effort between the U.S. Department of transportation (USDOT), Federal Highway Administration (FHWA), Alabama Department of Transportation (ALDOT), ESMPO member governments and citizens living within the ESMPO planning area. A primary purpose of the ESMPO is to encourage community involvement during the transportation planning process. The PPP outlines the manner in which the public is reached, encouraging the maximum amount of participation possible. The PPP outlines the processes for involving the public in transportation planning under federal and state regulations and guidelines for preparing the primary planning documents; Unified Planning Work Program (UPWP), Long Range Transportation Plan (LRTP), Transportation Improvement Plan (TIP), Public Participation Plan (PPP), and the Bicycle and Pedestrian Plan. The PPP sets measurable goals and performance evaluations.

The Draft PPP will be available for review at the locations listed below from March 6th through April 20th. The MPO welcomes comments during the public comment period and at any MPO meeting. The document may also be viewed on the ESMPO website, [www.easternshorempo.org](http://www.easternshorempo.org).

The MPO would like input from the public and welcomes written comments during this time. Comment forms will be available at each of the following locations:

**Daphne**  
**City Hall, Clerk's Office**  
**Public Library**

**Fairhope**  
**Baldwin County Fairhope Satellite Courthouse,**

**Eastern Shore Chamber of Commerce**

**City Hall, Clerk's Office**

**Public Library**

**Loxley**

**City Hall, Clerk's Office**

**Public Library**

**Spanish Fort**

**City Hall, Clerk's Office and Public Library**

**Robertsdale**

**BRATS Hub and Headquarters**

**Baldwin County Central Annex II, Highway Department**

**Central Baldwin Chamber of Commerce**

**Baldwin County Central Annex, Commission Office**

**Robertsdale Public Library**

**Silverhill**

**Town Hall**

**Mobile**

**Alabama DOT, Region Engineer's Office**

Written comments may be submitted as follows:

**U.S. Mail or Hand Delivery:**

Eastern Shore Metropolitan Planning Organization

Baldwin County Central Annex II

P.O Box 220

Silverhill, Alabama 36576

**Email:**

coordinator@easternshorempo.org

Additional information regarding the document may be obtained by contacting the MPO Director, Sarah Hart Sislak, at (251) 990-4643 or [shart@baldwincountyal.gov](mailto:shart@baldwincountyal.gov) or by visiting our website at [www.easternshorempo.org](http://www.easternshorempo.org).

Public participation is solicited without regard to race, color, national origin, sex, age, religion, or disability. Persons who require special accommodations under the Americans with Disabilities Act or those requiring language translation services should contact the Eastern Shore MPO at 251-990-4643.

Asistencia de idiomas está disponible poniéndose en contacto con personal de la MPO en [coordinator@easternshorempo.org](mailto:coordinator@easternshorempo.org)