

Public Participation Plan for the Appleton (Fox Cities) Transportation Management Area (TMA) and the Oshkosh Metropolitan Planning Organization



Draft
September, 2018

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Prepared by the
East Central Wisconsin Regional Planning Commission

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ABSTRACT

TITLE: Public Participation Plan (PPP) for the Appleton (Fox Cities) Transportation Management Area (TMA) and the Oshkosh Metropolitan Planning Organization (MPO)

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The public participation plan outlines opportunities for the engagement of all community members within the Appleton (Fox Cities) and Oshkosh Urbanized Areas to participate in the development of a transportation plans and programs.



The preparation of this report has been financed in part through grants from the federal highway Administration and the Federal Transit Administration, U.S. Department of Transportation, under the Metropolitan Planning Program, Section 104(f) of Title 23, U.S. Code.

The contents of this report do not necessarily reflect the official views or policy of the U.S. Department of Transportation. Information in this report is subject to change based on the final disposition federal transportation bill – Fixing America’s Surface Transportation Act (FAST Act).

RESOLUTION NO. 26-18

**ADOPTION OF THE PUBLIC PARTICIPATION PLAN FOR THE APPLETON (FOX CITIES)
TRANSPORTATION MANAGEMENT AREA AND OSHKOSH METROPOLITAN PLANNING
ORGANIZATION (MPO)**

WHEREAS, East Central Wisconsin Regional Planning Commission is the designated Metropolitan Planning Organization (MPO) for the Appleton (Fox Cities) and Oshkosh Urbanized Areas, and charged with conducting cooperative, comprehensive and continuing urban transportation planning as prescribed by federal and state law; and

WHEREAS, a public participation plan must be developed by the MPO in consultation with stakeholders to meet the requirements of the Fixing America's Surface Transportation Act (FAST Act); and

WHEREAS, the public participation plan identifies the methods, techniques and strategies that will be used or considered to solicit input and participation from the public during the development of long range plans and transportation improvement programs; and

WHEREAS, the public participation plan establishes measures, milestones, benchmarks and goals to determine if the amount of public participation is reasonable when compared to minority, low income and general populations in the MPO areas; and

WHEREAS, the public participation plan will be monitored and reviewed on a regular basis to insure that all citizens and stakeholders interested in transportation planning and programming have ample opportunities to provide input and participate in the process; and

WHEREAS, a 45 day public comment period was provided including two consecutive public notices in the newspaper of record announcing the availability of the Public Participation Plan; and

WHEREAS, no additional comments were received by U.S. Mail, the MPO website, telephone or other communication. **Now, Therefore:**

**BE IT RESOLVED BY THE EAST CENTRAL WISCONSIN REGIONAL PLANNING
COMMISSION ADOPT THE PUBLIC PARTICIPATION PLAN FOR THE APPLETON (FOX
CITIES) TRANSPORTATION MANAGEMENT AREA (TMA) AND OSHKOSH
METROPOLITAN PLANNING ORGANIZATION (MPO):**

Effective Date: October 27, 2018

Prepared for: Transportation Committee

Prepared By: Melissa Kraemer Badtke, Principal Transportation Planner

Martin Farrell, Chair – Fond du Lac Co.

Table of Contents

1.0 Background and Introduction	7
1.1 ECWRPC as the MPO	7
1.2 MPO Committee Structure.....	7
1.3 Plan Purpose and Need.....	8
1.4 Public Participation Goals and Objectives.....	9
2.0 Inclusiveness	11
2.1 FAST Act	11
2.2 Title VI of the Civil Rights Act of 1964.....	12
2.3 Executive Order 12898: Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations	13
2.4 Executive Order 13166: Improving Access for Persons with Limited English Proficiency.....	13
2.5 Americans with Disabilities Act (ADA).....	13
3.0 Development of Public Participation Plan.....	15
3.1 Stakeholders	15
3.2 Long Range Land Use Transportation Plans	18
3.3 Transportation Improvement Program (TIP)	19
3.4 MPO Consultation in Public Participation Plan, Long Range Land Use Transportation Plan, RTP, Congestion Management Plan, and TIP Coordination	22
3.5 Evaluation of Public Participation Activities.....	25

TABLES

Table 1: 2010 Appleton (Fox Cities) Urbanized Area – Race & Ethnicity.....	10
Table 2: 2010 Oshkosh Urbanized Area – Race & Ethnicity.....	11
Table 3: Public Participation Process for MPO Plans and Programs	12
Table 4: Public Participation Process for Selection of TIP Projects	13
Table 5: Appleton (Fox Cities) TMA and Oshkosh MPO Transportation Improvement Program Public Participation Process.....	14
Table 6: Appleton (Fox Cities) TMA and Oshkosh MPO TIP Amendment Process	15
Table 7: Evaluation of Public Participation Plan Techniques	19

APPENDICES

Appendix A: Appleton (Fox Cities) TMA and Oshkosh MPO Committees.....	24
Appendix B: Public Participation Plan Contact List.....	28

CHAPTER 1: BACKGROUND AND INTRODUCTION

1.0 Background and Introduction

The East Central Wisconsin Regional Planning Commission was created as a regional planning commission by Executive Order No. 41, issued by Governor Patrick J. Lucey and dated June 29, 1972. It is the official area-wide planning agency for the Counties of Calumet, Fond du Lac, Green Lake, Marquette, Menominee, Outagamie, Shawano, Waupaca, Waushara and Winnebago as authorized by Wisconsin State Statutes (SS) 66.945 (now SS. 66.0309), the existing regional planning enabling statute.

1.1 ECWRPC as the MPO

As the MPO, ECWRPC's Transportation Policy Committee oversees the program activities for the Appleton (Fox Cities) TMA and Oshkosh MPO. ECWRPC's Transportation Policy Committee is also responsible for conducting the federal required transportation planning process. This process results in plans and programs that consider all transportation modes and supports the goals of the metropolitan transportation plan. The Long Range Land Use Transportation Plans have a 20 year horizon date and the Transportation Improvement Program includes all state and federally funded projects within a 4 year timeframe.

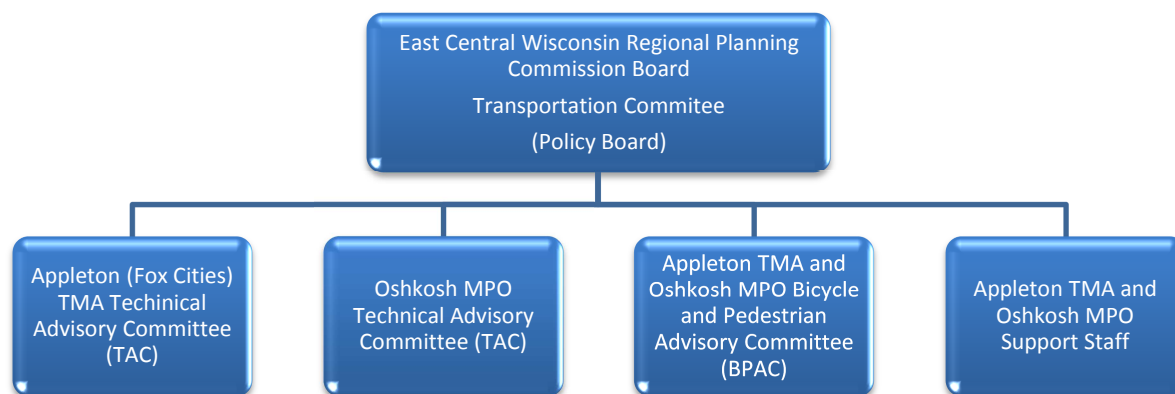
Plans and programs that are included in the Appleton (Fox Cities) TMA and Oshkosh MPO are:

- Long Range Land Use Transportation Plan (LRP)
- Transportation Improvement Program (TIP)
- Congestion Management Plan (CMP) – Appleton (Fox Cities) TMA Only
- Bicycle and Pedestrian Plan

Throughout each of these planning processes, public involvement is a transparent process for community members that may be affected by projects, programs, strategies and initiatives recommended from the transportation planning process. Public involvement is required by the Metropolitan Planning Regulations of the United States Department of Transportation 23 CFR 450.316, 49 U.S.C. 5307(b)(1-7) and FTA Circular 9030.1E.

1.2 MPO Committee Structure

The East Central Wisconsin Regional Planning Commission Board is the policy board for the Appleton (Fox Cities) Transportation Management Area (TMA) and the Oshkosh Metropolitan Planning Organization (MPO). The Technical Advisory Committees (TAC) for both the Appleton (Fox Cities) TMA and the Oshkosh MPO provide recommendations to the Policy Board. East Central staff works in coordination with the technical advisory committees, the Wisconsin Department of Transportation (WisDOT) and the Federal Highway Administration to ensure that the program and projects align with federal compliance.



1.3 Plan Purpose and Need

The purpose of this Public Participation Plan (PPP) is to establish procedures that allow for, encourage, and monitor participation of all citizens in the Appleton (Fox Cities) and Oshkosh Urbanized Areas, including but not limited to low income and minority individuals, and those with limited English proficiency. While traditional means of soliciting public involvement may not reach such individuals, or might not allow for meaningful avenues of input, the intent of this effort is to take reasonable actions throughout the planning process to provide opportunities for historically under-served populations to participate.

This document will lay out procedures to provide opportunities for all area citizens to participate in the development of the Transportation Improvement Program (TIP) for the Fox Cities (Appleton) and Oshkosh Urbanized Areas, the Long-range Transportation/Land Use Plan (LRTP) for the Fox Cities Urbanized Area, and the Long-range Transportation/Land Use Plan (LRTP) for the Oshkosh Urbanized Area and other planning documents that may be developed. The TIP is produced annually, which compiles all federally, state, and significant locally funded transportation projects and programs in the urbanized area, and documents the selection of transportation projects under the STP-Urban program. Projects must appear in the LRTP in order to be included in the TIP. The LRTP is a document which is updated every five years, and looks at a 20+ year horizon. The LRTP relates future land use expectations to transportation needs in the urbanized area and makes recommendations for projects and programs to meet those demands.

Also, this document is intended to meet federal civil rights requirements included in Title VI – Civil Rights Act of 1964. Environmental Justice provisions, adopted in Executive Order #12898, require that no population, particularly minority and low-income, be subject to a disproportionate share of adverse impacts, or are denied benefits of a program. Environmental Justice adds specific protected status of low income individuals to the Title VI requirements, to provide all members of the public equal access to federal aid programs.

A notice will be posted in the local newspaper, noting the existence of this public participation plan and a copy of the public participation plan will be sent, at a minimum, to the stakeholders identified in Appendix A.

1.4 Public Participation Goals and Objectives

Goal: The goal of the PPP is to offer real opportunities for the engagement of all community members within the Appleton (Fox Cities) and Oshkosh Urbanized Areas to participate in the development of a transportation plans and programs.

Objectives:

- To determine what non-English languages and other cultural barriers exist to public participation within the Appleton (Fox Cities) and Oshkosh Urbanized Areas.
- To provide a general notification of meetings, particularly forums for public input, in a manner that is understandable to all populations in the area.
- To hold meetings in locations which are accessible and reasonably welcoming to all area residents, including, but not limited to, low-income and minority members of the public.
- To provide avenues for two-way flow of information and input from populations which are not likely to attend meetings.
- To provide a framework of actions appropriate to various types of plans and programs, as well as amendments or alterations to any such plan or program.
- To use various illustrative visualization techniques to convey the information including but not limited to charts, graphs, photos, maps and the internet.

CHAPTER 2: INCLUSIVENESS

2.0 Inclusiveness

One of the most important pieces of public outreach is ensuring that all members of the community have their voices heard in regards to their transportation needs. ECWRPC strives to go enhance the public outreach work that we continue to do by actively considering inclusiveness from the beginning and throughout the planning process.

To promote an environment of inclusion ECWRPC will:

- Proactively seek out underrepresented groups for input
- Ask people how they would like to be involved in the process
- Consider any subtle bias which might make any person uncomfortable participating
- Hold events that are at convenient times and locations for identified stakeholders
- Where possible hold meetings in places that are served by public transit and
- Be aware of cultural, language, and technical knowledge barriers, which could limit participation.

2.1 FAST Act

The FAST Act (Fixing America's Surface Transportation Act) was signed into law on December 4, 2015 and the subsequent federal transportation bills - SAFETEA-LU, (Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users) signed into law in August of 2005, and MAP-21 (Moving Ahead for Progress in the 21st Century) enacted in July of 2012, require that all urbanized areas have a comprehensive, cooperative, and continuing planning process in place to guide effective use of federal funding assistance. Planning requirements reemphasize the integral relationship of land use with transportation infrastructure, as well as the need to address all mobility from a multimodal perspective, as previously emphasized under ISTEA, TEA-21, SAFETEA-LU, MAP 21 and now the FAST Act. Priority areas include:

- Improving safety;
- Maintain infrastructure condition;
- Reducing traffic congestion;
- System reliability;
- Freight movement and economic vitality;
- Environmental sustainability;
- Reduced project delivery delays.

To carry out the comprehensive planning program, federal regulations reconfirmed the role of a cooperative planning institution, the Metropolitan Planning Organization (MPO), to guarantee that all aspects of the urbanized area will be represented in the plan's development and that planning will be conducted on a continuing basis. As the designated MPO for the Fox Cities (Appleton) and Oshkosh urbanized areas, the East Central Wisconsin Regional Planning Commission is responsible for carrying out these transportation planning responsibilities.

The Appleton (Fox Cities) urbanized area encompasses portions of Calumet, Outagamie and Winnebago counties; includes all or parts of the nine towns of Buchanan, Clayton, Grand Chute, Greenville, Kaukauna, Neenah and Vandenbroek; the four cities of Appleton, Kaukauna, Menasha and Neenah; and the six villages of Combined Locks, Fox Crossings, Harrison, Kimberly, Little Chute, and Sherwood. According to the 2010 U.S. Census the Fox Cities (Appleton) Urbanized Area had a population of 216,154.

The Oshkosh urbanized area is located entirely within Winnebago County and includes all of the City of Oshkosh, large portions of the towns of Algoma and Oshkosh and small portions of the towns of Nekimi and Black Wolf. According to the 2010 U.S. Census the Oshkosh Urbanized Area had a population of 74,495.

2.2 Title VI of the Civil Rights Act of 1964

Title VI of the Civil Rights Act of 1964 states that “no person in the United State, shall, on the grounds of race, color or national origin be exclude from participation in, be denied the benefits of, or be subjected to discrimination under any program or activities receiving federal financial assistance.”

ECWRPC, as the MPO for the Appleton (Fox Cities) and Oshkosh region, serves as the primary forum where the state department of transportation, transit providers, counties, local municipalities and the public work together to develop local transportation plans and programs that address the region’s needs. To meet the requirements of these laws, the Commission must:

- Enhance its analytical capabilities to ensure that the Long Range Land use Transportation Plan and the TIP comply with Title VI;
- Identify residential, employment and transportation patterns of underserved populations so that their needs may be identified and addressed and the benefits and burdens of transportation can be fairly distributed; and
- Evaluate and improve the public involvement process to eliminate barriers and engage minority, disabled, elderly, and low income populations in the decision making process.

In October, 2017, the ECWRPC Board approved the Commission’s *Title VI Non-Discrimination Plan & Limited English Proficiency Program Plan*, which establishes a framework for ECWRPC’s efforts to ensure compliance with Title VI as well as with other Environmental Justice and non-discrimination mandates. The Plan outlines the Title VI and EJ considerations are reflected in the Commission’s Work Program, publications, communications, public involvement efforts and general way of doing business. The *Title VI Non-Discrimination Plan & Limited English Proficiency Program Plan* is available by contacting 920-751-4770 or on the ECWRPC’s website at <http://www.ecwrpc.org/about-ecwrpc/title-vi/>.

2.3 Executive Order 12898: Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations

Environmental Justice (EJ) is the fair treatment and meaningful involvement of all people regardless of religion, race ethnicity, income or education level in the planning and decision making process. EJ programs promote the protection of human health and the environment, empowerment via public participation, and the dissemination of relevant information to inform and educate affected communities. The EJ policy was formalized with the signing of *Executive Order 12898: Federal Actions to Address Environmental Justice in Minority populations and Low-Income Populations*, which mandates that federal agencies make achieving environmental justice part of their mission.

EJ requires MPOs to:

- Examine the allocation of benefits and burdens, currently and in the planned future;
- Ensure that minority and low-income communities are treated equitably in the provision of transportation services and projects; and
- Provide ample opportunity for full participation for minority and low-income communities to advise the MPO during its planning and decision-making process.

State, regional and local agencies should all have public involvement procedures established that provide consideration for EJ. These procedures should provide an inclusive, representative and equal opportunity for two-way communication resulting in the appropriate action that reflects this public involvement. EJ should be considered in all aspects of planning and project decision-making, including the design of both the public participation plan and in the proposed project.

2.4 Executive Order 13166: Improving Access for Persons with Limited English Proficiency

Executive Order 13166, Improving Access for Persons with Limited English Proficiency (LEP), was issued in 2000 to improve access to federally conducted and federally assisted programs and activities for people who, as a result of national origin, are limited in their English proficiency. It requires federal agencies to ensure that recipients of the federal financial assistance provide meaningful access to their LEP applicants and beneficiaries.

2.5 Americans with Disabilities Act (ADA)

The Americans with Disabilities Act (ADA) of 1990 provides “no qualified individual with a disability shall, by reason of such disability, be excluded from the participation in, be denied the benefits of, or be subjected to discrimination by a department, agency, special purpose district or other instrumentality of the state or local government.” Therefore ADA calls for federally assisted programs to be accessible to people with disabilities.

In order to serve those with disabilities ECWRPC will:

- Include an accommodation statement in all event advertisements letting people know how they can request accommodations.

- Hold all events in places that are accessible to those with mobility issues.
- Have all meeting materials available at least five business days prior to meetings so those who need them, can get documents into a readable form.

CHAPTER 3: APPLETON (FOX CITIES) TMA & OSHKOSH MPO PUBLIC PARTICIPATION STRATEGY

3.0 Development of Public Participation Plan

Public involvement is important at all stages of plan development. This document, upon its adoption, is to serve as the PPP for the planning processes within the Appleton (Fox Cities) Transportation Management Area and the Oshkosh Metropolitan Planning Organization. Availability of the policy for review will be advertised in a manner reasonably expected to reach the general public, as well as minority populations, low-income persons, and other traditionally under-served populations. This could occur through contacts mentioned earlier in this document, notification of contacts available in English, Spanish, and Hmong languages, in addition to traditional public notices in local newspapers. Preliminary schedules of the planning processes are included in Tables 8 and 9.

Any comment received during the 45-day comment period will be considered by the MPO Policy Board, and incorporated as appropriate. If such comments prompt significant change to the policy, or if significant changes are prompted by internal review, such that a population protected by under Title VI is adversely affected, or disproportionately loses benefits included in the original policy, a 30-day review period will follow prior to final action by the MPO Policy Board.

3.1 Stakeholders

Stakeholders are those who are either directly, or indirectly, affected by a plan, or the recommendations of that plan. Those who may be adversely affected, or who may be denied benefit of a plan's recommendation(s), are of particular interest in the identification of specific stakeholders. Stakeholders are broken down into several groups: general citizens, minority and low-income persons, public agencies, and private organizations and businesses.

Community Members: There are 216,154 residents in the Appleton (Fox Cities) Urbanized Area (U.S. Census, 2010). Over 91 percent of the population of the urbanized area consider themselves to be of solely of a white race.

There are 77,495 residents in the Oshkosh Urbanized Area (U.S. Census, 2010). Over 91 percent of the population of the urbanized area consider themselves to be of solely of a white race.

Some of the techniques that can be used to engage the general population are public notices of meetings in the local newspaper, open house format public information meetings, and social media. While these techniques will continue, staff will make a greater effort to engage the

general public, possibly with techniques such as, nominal group exercises, surveys, use of local news media, etc.

Minorities: Minority populations make up a fairly small percentage of the population in the Fox Cities Urbanized Area (See Table 1). Persons of Hispanic Ethnicity make up the largest minority, with 4.4 percent of the total population of the urbanized area. Asian and Black persons account for 3.3 percent and 1.2 percent of the population, respectively. There are also a small number of American Indian/Alaska native (0.6 percent). Persons who consider themselves to be of more than one race account for 1.6 percent of the population.

Minority populations also make up a fairly small percentage of the population in the Oshkosh Urbanized Area (See Table 2). Persons of Asian races make up the largest minority, with just over 3 percent of the total population of the urbanized area. Black and Hispanic persons account for 2.7 percent and 2.5 percent of the population, respectively. There are also a small number of American Indian/Alaska native (0.7 percent). Persons who consider themselves to be of two or more races account for 1.5 percent of the population.

Engaging minority, and low-English proficiency populations can be challenging. Language and cultural differences may not be compatible with the more traditional means of engaging the public in the planning process. The East Central Wisconsin Regional Planning Commission will make reasonable efforts to engage minority populations using techniques, such as including notations in public notices in appropriate non-English languages that will provide a contact where the individual can be informed of the process/project, and will have the opportunity to give input. Focus groups may also be established for the purpose of gaining input from a particular defined portion of the community. Also, advocacy groups can be a good resource for contacts and dissemination of information to minority and low-English proficiency populations. Such advocacy groups or agencies can have insight into the needs of the under-represented populations, as well as providing valuable contacts or arenas for input. Contacts with local translators should also be maintained, and used as requested and needed.

Table 1: 2010 Appleton (Fox Cities) Urbanized Area – Race & Ethnicity

Category	2010 Population	Estimated % of Population	2000 Population
Total Population	216,154	100%	187,774
One Race:			
White	197,180	91.2%	185,818
Black	2,598	1.2%	1,316
American Indian/Alaska Native	1,344	0.6%	1,124
Asian	7,215	3.3%	4,544
Hawaiian & Pacific Islander	85	0.0%	67
Other	4,180	1.9%	1,608
Two or More Races	3,550	1.6%	1,956
Hispanic Ethnicity	9,524	4.4%	4,265

Source: 2010 U.S. Census Bureau

Table 2: 2010 Oshkosh Urbanized Area – Race & Ethnicity

Category	2010 Population	Estimated % of Population	2000 Population
Total Population	74,495	100%	71,064
One Race:			
White	67,921	91.2%	66,228
Black	2,074	2.5%	1,284
American Indian/Alaska Native	518	0.7%	354
Asian	2,292	3.1%	1,821
Hawaiian & Pacific Islander	30	0.0%	14
Other	488	1.9%	552
Two or More Races	1,172	1.6%	811
Hispanic Ethnicity	1,865	2.5%	1,431

Source: 2010 U.S. Census Bureau

Low-income: Low income individuals, those under 150 percent of the local poverty level, account for 18.5 percent of all persons in the Appleton (Fox Cities) Urbanized Area and 23.8 percent of all persons in the Oshkosh Urbanized Area. 10.6 percent of the Fox Cities Urbanized Area and 19.1 percent of the Oshkosh Urbanized Area's population was actually below the local poverty level, based on 2010 incomes. Low income populations of the Fox Cities and Oshkosh Urbanized Areas should be given every reasonable opportunity to provide input in this planning process, to avoid disproportionate harm, or lack of benefit, of transportation programs and projects. While low-income individuals may have access to all of the traditional means of public involvement, discussed under "general public", they may be less likely to become involved, or offer input. Some methods of gaining input either directly or indirectly from this portion of the population include focus groups, informal interviews, and agency/advocacy group contacts.

Public Agencies: Public agencies can provide valuable input to the planning process, in addition to assisting in gaining participation from traditionally under-represented populations. Pertinent public agencies include those that have clients who fall into under-represented populations, including but not limited to minorities, low-income, and limited English proficiency households. These agencies have great insight into the transportation needs of their clients and are useful partners in overcoming difficult barriers.

Private Organizations and Businesses: Private organizations and businesses offer a number of perspectives that are valuable to the planning process. Often, transportation for employees is of critical concern to private sector employers. For that reason, representation of private business interests will be welcomed in the planning process.

Table 3: Public Participation Process for MPO Plans and Programs

Document	Action	Minimum Public comment Period	ECWRPC Approval Required
Long Range Land use Transportation Plan	Adopt new Plan	30 days	Yes
	Amendment	30 days	Yes
	Administrative amendment	None	No
Transportation Improvement Program (TIP)	Adopt a new plan	30 days	Yes
	Administrative Amendment	None	No
	Minor Amendment	Public Involvement handled through the committee process	Yes – processed through MPO committee structure and WisDOT
	Major Amendment	30 days	Yes
Unified Work Program	Adopt new Plan	Public Involvement handled through committee process	Yes
	Major amendment (more than 20% change in budget or scope)	Public Involvement handled through committee process and WisDOT	Yes
	Minor amendment	Public Involvement handled through committee process	No
Public Participation Plan	Update and adopt a new plan	45 days	Yes

3.2 Long Range Land Use Transportation Plans

The Public Participation Plan should be reviewed and updated at the beginning of each planning process for the long range land use transportation plan. The update will consist of a preliminary schedule of the planning process, public involvement activities, key meetings, public information meetings, review periods, and anticipated approvals.

Public involvement is important at all stages of plan development. An initial input session and at least one review and comment period, at a minimum, will be offered, and there will opportunities to provide input at each major stage of the process, including: needs identification, plan goals and objectives, alternatives, policies, draft document, and amendments to the plan.

At some stages, particularly needs identification and alternatives, particular techniques could be used to gather valuable input directly from the public at large or from under-represented subgroups of the population. Some such techniques include nominal group exercises, focus groups, a citizens' advisory committee, surveys, and an interactive website. Through the East

Central Wisconsin Regional Planning Commission's website, Appleton (Fox Cities) TMA and Oshkosh MPO page, people can obtain information about each plan element and provide input to the process immediately.

Appleton (Fox Cities) Transportation Management Area (TMA) and Oshkosh Metropolitan Planning Organization (MPO) Website <http://www.ecwrpc.org/programs/fox-cities-and-oshkosh-mpo/>

Other stages of the planning process, like reviewing objectives or policies compiled by the MPO staff and the MPO TAC, or reviewing draft documents or summaries, are more conducive to other techniques. Documents are available for review at UW-Center Fox Valley Library, Appleton Public Library, Lawrence University Library, Neenah Public Library, and Menasha Public Library, UW-Oshkosh Library and the City of Oshkosh Public Library. If materials are requested in Spanish, Hmong, large type, and/or Braille, MPO staff will make a reasonable attempt to accommodate those needs. Presentations to targeted groups or representative organizations, and availability on the MPO websites are also good techniques for this review and comment function.

Other techniques could also be determined to be useful at any particular stage of the process, and new and different techniques will be utilized as deemed appropriate.

3.3 Transportation Improvement Program (TIP)

The Transportation Improvement Program (TIP) is compiled annually, and therefore lends itself to a more structured schedule of planning process, as well as the public input to that process. The TIP compiles all federally- and state-funded projects, as well all significant locally-funded transportation projects. Another purpose of the TIP is to document the prioritization and selection of STP-Urban projects. The following rough schedule presents a framework for the compilation of the TIP and key points for public involvement opportunities.

Table 4: Public Participation Process for Selection of TIP Projects

Month	Public Participation Opportunity	MPO Action
March	Public notice of request for projects	Projects requested of municipalities and state
May	Deadline for project submittal	Deadline for project submittal
May – June		Surface Transportation Program – Urban (STP-Urban) prioritized by MPO staff, draft TIP compiled
June	TAC meeting	TAC meets to recommend STP-Urban projects for funding and review draft document
September	30 day public review and comment period	Reviewing and incorporating comments
October		MPO approval of the TIP

MPO staff will determine if any proposed projects will affect minority and low-income populations using U.S. Census data. More contacts will be made if an effect is detected. In any case, appropriate language notation will occur in each public notice, likely in Spanish and/or Hmong, which would inform the reader of a contact for further information.

Table 5: Appleton (Fox Cities) TMA and Oshkosh MPO Transportation Improvement Program Public Participation Process

Milestone	Public Participation Process	Advertising Methods	Minimum Public Comment period length
Start of the TIP Development	<ul style="list-style-type: none"> Inform the public Request Comments 	<ul style="list-style-type: none"> Notice on Website Email/Mailing to Consultation List Newspaper Press Release 	N/A
Draft Project Lists, Environmental Justice	<ul style="list-style-type: none"> Comment Period Public Meeting 	<ul style="list-style-type: none"> Newspaper Advertisements or legal notice Email/Mailing to Consultation List Flyers Posting on ECWRPC & MPO member websites 	30 days: Begins with ECWRPC releases a draft project list before the committee meeting when the final projects are selected
Adoption of draft document	<ul style="list-style-type: none"> Comment Period Public Meeting 	<ul style="list-style-type: none"> Legal Notice Email/Mailing to Consultation List Flyers Posting on ECWRPC & MPO member websites 	30 days; Begins on the date of the MPO committee meeting when they approve the draft plan before ECWRPC board approves the final version

TIP Amendments: The MPO will amend the TIP when new projects are added to the program following its adoption and when projects shift between programming years. The TIP amendment process for the Appleton (Fox Cities) TMA and Oshkosh MPO are outlined in Table 4.

Major Amendment A major TIP amendment will be necessary when, a project that is approved for federal or state funds in the TIP is replaced by another project in the TIP's priority list or when any new projects that were not previously in the TIP are moved into the first four years of the TIP. Also, any new non-exempt or expansion projects should be included in major amendments.

A major amendment will require the following steps:

- MPO staff will begin the amendment process by releasing the proposed amendment for a

30-day public review period. Staff will inform the public of the proposed amendment by sending notices to the organizations on the Policy and Technical Advisory Committee, and other public agencies and private transportation provider's mailing lists, and by publishing legal notices in local newspapers. These notices will be distributed before the 30-day review period begins.

- The public notices in local newspapers will include contacts for more information as well as a mailing and email address to submit comment, and the date of anticipated action by the MPO Policy Board.
- The amendment will be reviewed by the MPO TAC with a recommendation to the MPO Policy Board for approval. MPO staff will present the proposed amendment to the MPO Policy Board for approval.

Table 6: Appleton (Fox Cities) TMA and Oshkosh MPO TIP Amendment Process

Amendment Type	Amendment Process
No Amendment Required	Schedule <ul style="list-style-type: none"> • Changing the implementation schedule for projects within the first four years of the TIP.
	Scope <ul style="list-style-type: none"> • Changes in scope (character of work or project limits) while remaining reasonably consistent with the approved project.
	Funding <ul style="list-style-type: none"> • Changing the source (Fed, state, local); category (IM, NHS, STP, earmarks); or amount of funding for a project without changing the scope of work or schedule for the project or any other project within the first four years of the TIP.
Minor Amendment (processed through MPO Committee Structure and WisDOT)	Schedule <ul style="list-style-type: none"> • Adding an exempt/preservation project to the first four years of the TIP, including advancing a project for implementation from an illustrative list (TIP Table A-1) or from the out-year of the TIP. • Moving an exempt/preservation project out of the first four years of the TIP.
	Scope <ul style="list-style-type: none"> • Changing the scope (character of work or project limits) of an exempt/ preservation project within the first four years of the TIP such that the current description is no longer reasonably accurate.
	Funding <ul style="list-style-type: none"> • Change in project funding that impacts the funding for other projects within the first four years of the TIP forcing any exempt/preservation project out of the four-year window.
Major Amendment	Schedule

	<ul style="list-style-type: none"> • Adding a non-exempt/expansion project to the first four years of the TIP, including advancing a project for implementation from an illustrative list or from the out-year of the TIP. • Moving a non-exempt/expansion project out of the first four years of the TIP.
	Scope <ul style="list-style-type: none"> • Significantly changing the scope (character of work or project limits) of a nonexempt/expansion project within the first four years of the TIP such that current description is no longer reasonably accurate.
	Funding (thresholds to be defined by the MPO in consultation with WisDOT and FHWA and are subject to WisDOT approval). <ul style="list-style-type: none"> • Adding or deleting any project that exceeds the lesser of: 20% of the total Federal funding programmed for the calendar year, or \$1,000,000.

Annual Listing of Obligated Projects: As required by the FAST Act, an Annual Listing of Obligated Projects, including investments in pedestrian walkways and bicycle transportation facilities, for which Federal funds have been obligated in the preceding year shall be published or otherwise made available by the cooperative effort of the State, transit operator, and metropolitan transportation improvement program (TIP).

This provision is intended to increase the transparency of government spending on transportation projects and strategies in metropolitan areas to State and local officials, and to the public at large. Realizing this objective involves promoting accuracy and responsiveness in financial planning and adoption of a proactive approach to sharing information with the public in a meaningful way, at an appropriate time, and in a user-friendly format.

The Annual Listing of obligated projects is available upon request, or is online at the East Central Wisconsin Regional Planning Commission's MPO website at <http://www.ecwrpc.org/programs/fox-cities-and-oshkosh-mpo/>.

3.4 MPO Consultation in Public Participation Plan, Long Range Land Use Transportation Plan, RTP, Congestion Management Plan, and TIP Coordination

In developing metropolitan plans and TIPs, the MPO shall consult, as appropriate, with agencies and officials responsible for other planning activities within the Metropolitan Planning Area that are affected by transportation. This consultation shall be completed prior to the 45-day public review period and adoption of the Public Participation Plan. To coordinate the planning functions to the maximum extent practicable, such consultation shall compare metropolitan transportation plans and TIPs, as they are developed, with the plans, maps, inventories, and planning documents developed by other agencies. This consultation shall include, as appropriate, contacts with State, local, Indian Tribal, and private agencies responsible for

planned growth, economic development, environmental protection, airport operations, freight movements, land use management, natural resources, conservation, and historic preservation. **(See Appendix B: Public Participation Plan Contacts).** In addition, transportation plans and TIPs shall be developed with due consideration of other related planning activities within the metropolitan area. Any comments received will be included in the PPP document.

Environmental Mitigation Activities in Long-Range Transportation Plan

A long-range transportation plan shall include a general, policy level discussion, not project specific discussion of potential environmental mitigation activities and potential areas to carry out these activities, including activities that may have the greatest potential to restore and maintain the environmental functions affected by metropolitan transportation plan.

Environmental mitigation activities means strategies, policies, programs, actions, and activities that, over time, will serve to avoid, minimize, rectify, reduce, or compensate for (by replacing or providing substitute resources) the impacts to or disruption of elements of the human and natural environment associated with the implementation of a long-range statewide transportation plan of metropolitan transportation plan. The human and natural environment includes, for example, neighborhoods and communities, homes and businesses, cultural resources, parks and recreation areas, wetlands and water resources, forested and other natural areas, agricultural areas, endangered and threatened species, and ambient air. The environmental mitigation strategies and activities are intended to be regional in scope, even though the mitigation may address potential project-level impacts. The environmental mitigation strategies and activities must be developed in consultation with Federal, State, and Tribal wildlife, land management, and regulatory agencies **(See Appendix A: Public Participation Plan Contacts)** during the statewide and metropolitan transportation planning processes and be reflected in all adopted transportation plans. Any comments received will be included in these documents.

Planning Studies: The MPO's major planning studies will typically involve the following components, though a specific determination of public involvement actions will be determined as appropriate to each study:

Issue Identification

The Issue Identification element of the MPO's studies will be a cooperative effort between staff and some or all of the following:

- The public (through public information meetings, neighborhood meetings, transit surveys, social media, etc.).
- Professionals in various fields (planners, engineers, transit managers, educators, social service providers, businesspeople, etc.).
- Elected officials and appointed board members (common council members, planning commission members, etc.).

The Issue Identification phase of MPO studies can involve the creation of an advisory committee comprised of citizens, professionals, elected officials, and/or appointed board members. These committees will typically meet within the area being studied (at a municipal building or within a neighborhood, preferably accessible by public transportation, and staff will hold as many meetings as appropriate.

Goals and Objectives

The goals and objectives of studies will typically be based on the information collected during the Issue Identification phase, and they will be presented to advisory committees at public meetings when advisory committees are a part of the process.

Alternatives and Policies

Alternatives and policies that are developed and recommended during planning studies will be presented to advisory committees at public meetings when these committees are a part of the process, as well as to the MPO TAC.

Draft Documents

After completing draft documents, the documents will be made available for public review (30-days) after being sent to the study advisory committees, if advisory committees exist, or to the MPO TAC. The public will also be invited to attend presentations of the documents to the appointed and/or elected bodies that will adopt them, usually the MPO Policy Board.

Amendments

The MPO will ensure that the public has an opportunity to comment before its planning studies are amended by informing the public of proposed amendments, establishing a 30-day public review period, and holding an open house/public hearing. The public will also be invited to attend the amendment adoption meetings.

Outreach Efforts

In addition to the outreach efforts identified earlier in this policy, MPO staff will use the following techniques during its planning studies, as deemed appropriate by staff and the MPO Policy Board:

- Presentations to professional, citizen, and student organizations.
- Articles in community newsletters.
- Press releases in Appleton Post Crescent and Oshkosh Northwestern and meetings with local media representatives.
- “Drop-in” meetings with business owners and others.
- Informal conversations with individuals and small groups.
- Interviews with people who are or could be affected by study recommendations.
- Presentations by experts on various transportation-related subjects.
- Telephone and on-board transit surveys.
- Surveys and questionnaires concerning various planning issues.

- Posting transportation-related studies and plans on the MPO website.
- Use various illustrative visualization techniques to convey the information including but not limited to charts, graphs, photos, maps, social media and the internet.

The MPO will also experiment with other techniques to determine the best methods of involving all segments of the metropolitan area population in the planning process.

3.5 Evaluation of Public Participation Activities

The MPOs will use the following evaluation criteria for its public participation techniques, as deemed appropriate for each project:

Table 7: Evaluation of Public Participation Techniques

<u>Participation Techniques</u>	<u>Evaluation Criteria</u>	<u>Performance Goals</u>	<u>Methods of Meeting Goal</u>
Public Participation Plan	Consultation documentation As Per the FAST Act	Correspondence from operating agencies and the various stakeholders	MPO staff will review the PPP annually to determine if modifications are necessary.
Citizens Advisory Committees	Attendance	Average committee meeting attendance of at least 50 percent during a planning effort.	Distribute committee materials before meetings, establish consistent meeting schedules, when possible.
Direct Mailings (letters, fliers, etc.)	Completed flier surveys returned, number of people reached by the mailings, etc.	Minimum 1 percent of flier surveys returned or mailings reach at least 90 percent of the people who are affected by a project.	Design the fliers and other mailings in ways that encourage people to open and read them.
Community Visioning Sessions/Public Informational meetings	Attendance.	Minimum ½ percent of affected population attends each session.	Schedule at convenient times and accessible locations
Website and Social Media	Number of hits; comments received	Minimum of 20 hits per month, minimum of 20 follows	Advertise the site in public notices and other, encourage people to obtain information from the site.

Project-Specific Newsletter Articles.	Comments from project participants and others.	Newsletter reaches at least 50 percent of people who are affected by a project.	Encourage publishers to place articles in prominent locations within newsletters.
Public Hearings	None - required by Wisconsin Statutes, (not required under FAST Act for attainment areas)	N/A	Schedule meetings at convenient times and accessible locations.
Legal Advertisements.	None – required by Wisconsin Statutes.	N/A	N/A
Presentations to Professional, Citizen, and Student Organizations	Comments from participants.	Most comments indicate that presentations are clear and informative.	Use pictures and other visuals to demonstrate concepts.
Press Releases, Meetings with Local Media Representatives	Publication and broadcasting of planning-related stories.	No standard	Inform media representatives of planning issues, be available to answer questions, develop and maintain relationships with media representatives, etc.
Presentations by Experts on Transportation-Related Subjects	Attendance, comments from attendees	Most comments indicate that presentations are clear and informative.	Hold presentations at convenient times and accessible locations, publicize the presentations thoroughly.
Surveys	Number of responses.	At least 90 percent of target number.	Keep surveys short, work with operator to determine best distribution method.
Surveys (transit patrons)	Number of responses.	At least 10 percent of average daily ridership.	Keep surveys short, work with operator to determine best distribution method.

These criteria will be reviewed and modified each year as necessary. If new techniques are tried and found to be successful between review periods, the list will be updated to include the new techniques.

3.6 Documentation

Availability of Planning Documents: Hard copies of documents prepared by the MPO will be available at the cities of Appleton, Menasha, Neenah, and Kaukauna planning offices, villages of Combined Locks, Harrison, Little Chute, Kimberly, Sherwood village halls and the towns of Grand Chute, Neenah, Menasha, Greenville, Buchanan, Vandenbroek, and Vinland town halls. Electronic versions of the documents will be available on the East Central MPO website, www.fcompo.org. Significant plans and studies will also be made available at public libraries and other public agencies in the metropolitan area, as deemed appropriate. The locations of the documents will be public noticed in the local newspaper.

Methods of Addressing Comments: The MPO staff will document comments, present them to decision-making bodies, modify the contents of the document as necessary, and include the comments in the appendices of planning products after they are approved and published. Comments received after studies and other planning products are completed and approved will be documented and referenced when amending or updating the planning products.

Responses to Information Requests and Comments: Information can be requested from MPO staff in person and by phone, e-mail, and U.S. mail.

www.ecwrpc.org

Or by contacting:

East Central Wisconsin Regional Planning Commission
400 Ahnaip Street, Suite 100
Menasha, WI 54952

Phone: (920) 751-4770

Contact: Walt Raith, Assistant Director/MPO Director – wraith@ecwrpc.org

If materials are requested in Spanish, Hmong, large type and/or Braille, staff will make a reasonable attempt to accommodate those needs. Other techniques could also be determined to be useful at any particular stage of the process, and new and different techniques will be utilized as deemed appropriate.

APPENDIX A – APPLETON (FOX CITIES) TMA AND OSHKOSH MPO COMMITTEES

APPLETON (FOX CITIES) TMA TRANSPORTATION POLICY ADVISORY COMMITTEE TECHNICAL ADVISORY COMMITTEE

County Officials

Bill Barribeau, Calumet County Board Chairman
Tom Nelson, Outagamie County Executive
Mark Harris, Winnebago County Executive

City Mayors

Tim Hanna, Appleton
Gene Rosin, Kaukauna
Don Merkes, Menasha
Dean Culbertson, Neenah

Village Presidents

John Neumeier, Combined Locks
Chuck Kuen, Kimberly
Charles Fischer, Little Chute

Town Board Chairs

Mark McAndrews, Buchanan
David Schowalter, Grand Chute
Jack Anderson Greenville
John Slotten, Harrison
Dale Youngquist, Menasha
Bob Schmeichel, Neenah
Jeff Rollo, Vandenbroek

Federal Officials

Mary Forlenza, Planning & Program Development Engineer
Marisol Simon, Region Director, FTA

State Officials

Will Dorsey, Director, WisDOT Northeast Region

Other

Chuck Rundquist, Chairman, Fox Cities Transit Commission

APPLETON (FOX CITIES) TMA TECHNICAL ADVISORY COMMITTEE

County Highway Commissioners

Brian Glaeser, Calumet County
Dean Steingraber, Outagamie County
Ray Palonen, Winnebago County

Public Works Director/Engineers

Paula Van de Hey, City of Appleton
Chris Murawski, City of Little Chute
John Sundelius, City of Kaukauna
Josh Radomski, City of Menasha
Gerry Kaiser, City of Neenah
Dave Vandervelden, Village of Kimberly
Katie Schwartz, Town of Grand Chute
Dean Schiller, Town of Greenville

Planners

Robert Buckingham, Town of Grand Chute
Robert Jakel, City of Kaukauna
Sam Schroeder, City of Menasha
Chris Haese, City of Neenah
George Dearborn, Village of Fox Crossings
Dena Mooney, Calumet County
Kara Homan, Outagamie County
Jerry Bougie, Winnebago County

Public Health

Bonnie Kolbe, Calumet County
Mary Dorn, Outagamie County
Doug Gieryn, Winnebago County
Kurt Eggebrecht, City of Appleton
Nancy McKenney, City of Menasha

OSHKOSH TRANSPORTATION POLICY ADVISORY COMMITTEE

County Officials

Mark Harris, Winnebago County Executive

City Mayor

Steve Cummings, City of Oshkosh

Town Board Chairmen

Tim Blake, Town of Algoma

Frank Frassetto, Town of Black Wolf

Glen Barthels, Town of Nekimi

Jim Erdman, Town of Oshkosh

Federal Officials

Mary Forlenza, Planning & Program Development Engineer

Marisol Simon, Region Director, FTA

State Officials

Will Dorsey, Director, WisDOT Northeast Region

Other

Mark Rohloff, City Manager, Oshkosh

Ray Palonen, Winnebago County

James Rabe, City of Oshkosh

Darryn Burrich, City of Oshkosh

Jim Collins, Go Transit

Ben Krumenauer, Town of Algoma

**APPLETON (FOX CITIES) TMA AND OSHKOSH MPO BICYCLE AND PEDESTRIAN PLAN
ADVISORY COMMITTEE**

Alexa Naudziunas, City of Oshkosh
Emily Dieringer, Winnebago County Health Department
Gwen Sargeant, Appleton Bike Shop/Citizen
Jim Michelson, Oshkosh Parks Advisory Board
Mike Patza, Town of Grand Chute
Kurt Eggebrecht, City of Appleton Health Department
Matt Halada, Wisconsin Department of Transportation, Northeast Region
Michaela Neitzel, Neenah Joint School District
Michaelene Urban, Wheel and Sprocket, Oshkosh
Mike Kading, City of Neenah
Tom Flick, City of Appleton Parks and Recreation Department
Tom Walsh, Fox Cities Greenways

APPENDIX B - PUBLIC PARTICIPATION PLAN CONTACT LIST

APPLETON (FOX CITIES) TMA CONTACTS

Transportation Providers - Public

- Valley Transit
- Outagamie County, Department of Health and Human Services
- Calumet County, Aging Unit
- New Hope Center
- Neenah-Menasha Dial-a-Ride
- Fish Community Service Senior Transportation

Transportation Providers - Private

- Koeppen's Medical Transports Ltd.
- Kobussen Buses Ltd. Mamers Bus Lines, Inc.
- Community Cab Co.
- Huettl Bus, Inc.
- Appleton Yellow Taxi
- Fox Valley Cab
- Safe-T-Way Bus Service Inc.
- T & D Taxi
- Goldstar Ambulance
- Making the Ride Happen

Other Agencies and Organizations

- Appleton Public Library
- Neenah Public Library
- Menasha Public Library
- Kimberly Public Library
- Village of Little Chute Library
- City of Appleton, Housing Authority
- City of Kaukauna, Housing Authority
- City of Neenah Housing Authority
- City of Menasha Housing Authority
- Calumet County Sheriff's Department
- Outagamie County Sheriff's Department
- Winnebago County's Sheriff's Department
- Town of Clayton
- Town of Ellington
- Town of Kaukauna
- Town of Freedom
- City of Menasha Senior Citizens Center
- City of Neenah - Senior Activity Center
- Thompson Community Center
- Calumet County Senior Resource Center
- U.W. Fox Valley
- Fox Valley Technical College

Other Agencies and Organizations

- Rebuilding Together
- ACES/Xavier Educational System
- Twin Cities Catholic Education System
- Lawrence University
- Appleton Public Schools
- Freedom Public Schools
- Kaukauna Public Schools
- Hortonville Public Schools
- Kimberly Public Schools
- Little Chute Public Schools
- Menasha Public Schools
- Neenah Public Schools
- Valley Packaging, Inc.
- Lakeside Packaging, Inc.
- United Migrant Opportunity Services
- ADVOCAP, Inc.
- Fox Cities Chamber of Commerce
- Goodwill Industries of North Central WI
- Leavan
- Lutheran Social Service
- Progressive Apartments
- Ryan Community, Inc.
- Village PHoenix
- Salvation Army of the Fox Cities
- Downtown Appleton, Inc.
- Menasha Council
- Housing Partnership of the Fox Cities
- Hmong American Partnership
- Hispanic Interagency Council
- St. Therese Catholic Church
- Fox Valley Sierra Club
- Fox Valley Advocacy Coalition.

OSHKOSH MPO AREA CONTACTS

Transportation Providers - Public

- GO Transit, City of Oshkosh Transit System
- American Red Cross
- Winnebago County, Department of Health and Human Services

Transportation Providers - Private

- Koeppen's Medical Transports Ltd.
- Kobussen Buses Ltd. Mamers Bus Lines, Inc.
- A-1 Mobile Transport
- Greyhound Bus Lines
- Gold Cross Ambulance
- Cabulance
- Wisconsin Southern Railroad
- Canadian National Railroad
- Winnebago Interfaith Needs Response, Inc.

Other Agencies and Organizations

- City of Oshkosh Public Library
- City of Oshkosh Fire Department
- Winnebago County Sheriff's Department
- Town of Oshkosh
- Town of Algoma
- Town of Omro
- Town of Nekimi
- Town of Black Wolf
- City of Oshkosh Housing Authority
- Fox Valley Technical College
- Oshkosh Senior Center
- University of Wisconsin - Oshkosh
- Unified Catholic Schools of Oshkosh
- Oshkosh Public Schools
- Oshkosh Parochial Schools
- ADVOCAP, Inc.
- Chamco, Inc.
- Goodwill Industries, Inc.
- Salvation Army
- League of Women Voters
- FRiends of the Trail
- Home Builders Association
- United Way

Other Agencies and Organizations

- Rebuilding Together
- ACES/Xavier Educational System
- Twin Cities Catholic Education System
- Lawrence University
- Appleton Public Schools
- Freedom Public Schools
- Kaukauna Public Schools
- Hortonville Public Schools
- Kimberly Public Schools
- Little Chute Public Schools
- Menasha Public Schools
- Neenah Public Schools
- Valley Packaging, Inc.
- Lakeside Packaging, Inc.
- United Migrant Opportunity Services
- ADVOCAP, Inc.
- Fox Cities Chamber of Commerce
- Goodwill Industries of North Central WI
- Leavan
- Lutheran Social Service
- Progressive Apartments
- Ryan Community, Inc.
- Village PHoenix
- Salvation Army of the Fox Cities
- Downtown Appleton, Inc.
- Menasha Council
- Housing Partnership of the Fox Cities
- Hmong American Partnership
- Hispanic Interagency Council
- St. Therese Catholic Church
- Fox Valley Sierra Club
- Fox Valley Advocacy Coalition.

Regulatory Agencies MPO Area Contacts

- Department of Agriculture, Trade & Consumer Protection
- National Resources Conservation Service
- National Park Service, Midwest Region
- WI State Historic Preservation Office
- North Central Region Bureau of Sport Fisheries & Wildlife
- Wisconsin Transportation Builders Association
- Sierra Club, John Muir Chapter
- United States Forest Service
- Department of Army Corp of Engineers
- Ninth Coast Guard District
- Department of Natural Resources, Bureau of Environmental Impact
- Bureau of Indian Affairs
- Environmental Protection Agency
- Calumet County Planning and Zoning Department
- Outagamie County Zoning Department
- Winnebago County Zoning Department
- Department of Natural Resources, Regional Transportation Liaisons

