

# Public Participation Plan for the Fond du Lac Metropolitan Planning Organization



**Draft**  
**September, 2018**



# **Public Participation Plan for the Fond du Lac Metropolitan Planning Organization (MPO)**

**Draft –September, 2018**

Prepared by the  
East Central Wisconsin Regional Planning Commission







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## ABSTRACT

TITLE: Public Participation Plan (PPP) for the Fond du Lac  
Metropolitan Planning Organization (MPO)

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Metropolitan Planning Organization (MPO)

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The public participation plan outlines opportunities for the engagement of all community members within the Fond du Lac Urbanized Area to participate in the development of a transportation plans and programs.



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*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. 05-18**

### **ADOPTION OF THE PUBLIC PARTICIPATION PLAN FOR THE FOND DU LAC METROPOLITAN PLANNING ORGANIZATION (MPO)**

**WHEREAS**, Fond du Lac Policy Board as the Metropolitan Planning Organization (MPO) for the Fond du Lac MPO, 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 FOND DU LAC POLICY BOARD ADOPT THE PUBLIC  
PARTICIPATION PLAN FOR THE FOND DU LAC METROPOLITAN PLANNING  
ORGANIZATION (MPO):**

Effective Date: November 7, 2018

Prepared for: Fond du Lac Policy Board

Prepared By: Melissa Kraemer Badtke, Principal Transportation Planner

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Mr. Allen Buechel, Fond du Lac MPO Policy Board Chair







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## 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 The Fond du Lac MPO

The Fond du Lac Area MPO was formed in late 2002, based on the 2000 Census. The urbanized area includes the City of Fond du Lac, the Village of North Fond du Lac, the Village of Eden, and portions of the towns of Eden, Empire, Friendship, Fond du Lac, and Taycheedah. The MPO policy board and technical advisory committee were established with representation from these municipalities, and from various other transportation modes, WisDOT, and FHWA. An agreement was made with East Central Wisconsin Regional Planning Commission (ECWRPC) to serve as staff to the MPO. East Central Wisconsin Regional Planning Commission as the staff for the Fond du Lac MPO are responsible for working with the Technical Advisory Committee and the Policy Board on 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. The 2010 census figures show the population of the urbanized area to be 54,901.

Plans and programs that are included in the Fond du Lac MPO are:

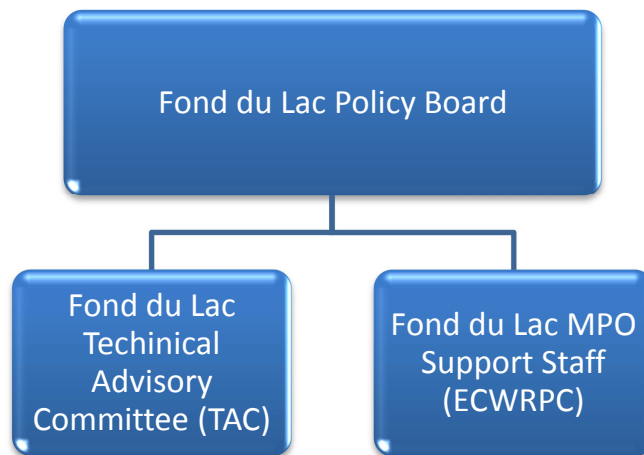
- Long Range Land Use Transportation Plan (LRP)
- Transportation Improvement Program (TIP)

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 State 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 Fond du Lac MPO Technical Advisory Committee is made up of representation from each of the communities within the MPO. The Technical Advisory Committees (TAC) provides 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 Fond du Lac 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 Fond du Lac, the Long-range Transportation/Land Use Plan (LRTP) for the Fond du Lac 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 Public Participation Plan (PPP) is to offer real opportunities for the engagement of all community members within the Fond du Lac Urbanized Area 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 Fond du Lac 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 the Fond du Lac MPO and their staff 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 21<sup>st</sup> 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 Fond du Lac urbanized area is located entirely within Fond du Lac County and includes the City of Fond du Lac, the Village of North Fond du Lac, the Village of Eden and portions of the towns of Eden, Empire, Friendship, Fond du Lac, and Taycheedah. According to the U. S. Census the Fond du Lac Urbanized Area has a population of 54,901.

## ***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.”

The Fond du Lac Policy Board and Technical Advisory Committee, 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 the Fond du Lac MPO and their staff 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: FOND DU LAC 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 Fond du Lac 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 54,901 residents in the Fond du Lac 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 Fond du Lac urbanized area (See Table 1.). Hispanics make up the largest minority, with nearly 6 percent of the total population of the urbanized area. Black and Asian persons account for 1.98 percent and 1.56 percent of the population, respectively. There are also a small number of American Indian/Alaska native and Hawaiian/Pacific Islander individuals, accounting for less than ½ percent each. Persons who consider themselves to be of more than one race account for just over 1.7 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 Fond du Lac Area MPO 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 Fond du Lac Urbanized Area – Race & Ethnicity**

| Category                               | 2010 Population | Estimated % of Population |
|--|-----------------|---------------------------|
| <b>Total Population</b>                | 54,901          | 100%                      |
| <b>One Race:</b>                       |                 |                           |
| <b>White</b>                           | 50,477          | 91.94%                    |
| <b>Black</b>                           | 1,085           | 1.98%                     |
| <b>American Indian/Alaska Native</b>   | 319             | 0.58%                     |
| <b>Asian</b>                           | 857             | 1.56%                     |
| <b>Hawaiian &amp; Pacific Islander</b> | 6               | 0.01%                     |
| <b>Other</b>                           | 1,220           | 2.22%                     |
| <b>Two or More Races</b>               | 937             | 1.71%                     |
| <b>Hispanic Ethnicity</b>              | 3,167           | 5.77%                     |

*Source: 2010 U.S. Census Bureau*

**Low-income:** Community members with income below the poverty level, account for 9.5 percent of the population in the City of Fond du lac, as compared to 12 percent of the population in Wisconsin actually below the poverty level, based on 2007-2011 incomes. The low income population of the Fond du Lac urbanized area should be given every reasonable opportunity to provide input on transportation plans and programs, 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 2: Public Participation Process for MPO Plans and Programs**

| Document  | Action  | Minimum Public comment Period                                   | ECWRPC Approval Required                                   |
|---|---|---|--|
| <b>Long Range Land use Transportation Plan</b>  | Adopt new Plan  | 30 days   | Yes  |
|   | Amendment   | 30 days   | Yes  |
|   | Administrative amendment                                  | None  | No   |
|   |   |   |  |
| <b>Transportation Improvement Program (TIP)</b> | 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  |
|   |   |   |  |
| <b>Unified Work Program</b>                     | 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   |
|   |   |   |  |
| <b>Public Participation Plan</b>                | 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, Fond du Lac MPO page, people can obtain information about each plan element and provide input to the process immediately.

Fond du Lac (MPO) Website - <http://www.ecwrpc.org/programs/fond-du-lac-mpo/>

Other stages of the planning process, like reviewing objectives or policies compiled by the MPO staff and the MPO TAC, or reviewing a draft documents or summaries, are more conducive to other techniques. Documents are available for review at the Fond du Lac Public Library, UW-Fond du Lac Library and the Spillman Library in the Village of North Fond du Lac. 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 Fond du Lac 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 3: Public Participation Process for Selection of TIP Projects**

| Month | Public Participation Opportunity | MPO Action |
|-------|----------------------------------|------------|
|-------|----------------------------------|------------|



|                    |   |   |
|--------------------|---|---|
| Late April         | Public notice of request for projects   | Projects requested of municipalities and state  |
| Late May           | Deadline for project submittal          | Deadline for project submittal  |
| June               |   | Surface Transportation Program – Urban (STP-Urban) prioritized by MPO staff, draft TIP compiled |
| August - September | 30 day public review and comment period | Reviewing and incorporating comments; TAC received draft TIP                                    |
| Mid September      | TAC meeting                             | TAC meets to recommend STP-Urban projects for funding and review draft document                 |
| Mid 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 4: Fond du Lac MPO Transportation Improvement Program Public Participation Process**



| Milestone   | Public Participation Process  | Advertising Methods   | Minimum Public Comment period length  |
|---|---|---|---|
| <b>Start of the TIP Development</b>               | <ul style="list-style-type: none"> <li>Inform the public</li> <li>Request Comments</li> </ul> | <ul style="list-style-type: none"> <li>Notice on Website</li> <li>Email/Mailing Consultation List to</li> <li>Newspaper Press Release</li> </ul>  | N/A   |
| <b>Draft Project Lists, Environmental Justice</b> | <ul style="list-style-type: none"> <li>Comment Period</li> <li>Public Meeting</li> </ul>      | <ul style="list-style-type: none"> <li>Newspaper Advertisements or legal notice</li> <li>Email/Mailing Consultation List to</li> <li>Flyers</li> <li>Posting on ECWRPC &amp; MPO member websites</li> </ul> | 30 days:<br>Begins with ECWRPC releases a draft project list before the committee meeting when the final projects are selected              |
| <b>Adoption of draft document</b>                 | <ul style="list-style-type: none"> <li>Comment Period</li> <li>Public Meeting</li> </ul>      | <ul style="list-style-type: none"> <li>Legal Notice</li> <li>Email/Mailing Consultation List to</li> <li>Flyers</li> <li>Posting on ECWRPC &amp; MPO member websites</li> </ul>                             | 30 days;<br>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 Fond du Lac 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 5: Fond du Lac MPO TIP Amendment Process**

| <b>Amendment Type</b>  | <b>Amendment Process</b>   |
|--|--|
| <b>No Amendment Required</b>   | <b>Schedule</b> <ul style="list-style-type: none"> <li>• Changing the implementation schedule for projects within the first four years of the TIP.</li> </ul>  |
|  | <b>Scope</b> <ul style="list-style-type: none"> <li>• Changes in scope (character of work or project limits) while remaining reasonably consistent with the approved project.</li> </ul>   |
|  | <b>Funding</b> <ul style="list-style-type: none"> <li>• 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.</li> </ul>  |
| <b>Minor Amendment</b><br>(processed through MPO Committee Structure and WisDOT) | <b>Schedule</b> <ul style="list-style-type: none"> <li>• 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.</li> <li>• Moving an exempt/preservation project out of the first four years of the TIP.</li> </ul> |
|  | <b>Scope</b> <ul style="list-style-type: none"> <li>• 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.</li> </ul>  |
|  | <b>Funding</b> <ul style="list-style-type: none"> <li>• 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.</li> </ul>   |
| <b>Major Amendment</b>   | <b>Schedule</b> <ul style="list-style-type: none"> <li>• 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.</li> <li>• Moving a non-exempt/expansion project out of the first four years of the TIP.</li> </ul>                 |
|  | <b>Scope</b> <ul style="list-style-type: none"> <li>• Significantly changing the scope (character of work or</li> </ul>  |



|  |   |
|--|---|
|  | project limits) of a nonexempt/expansion project within the first four years of the TIP such that current description is no longer reasonably accurate.   |
|  | <b>Funding</b> (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"><li>• 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.</li></ul> |

**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 Fond du Lac's MPO website at <http://www.ecwrpc.org/programs/fond-du-lac-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 6: Evaluation of Public Participation Techniques**

| <b><u>Participation Techniques</u></b>                     | <b><u>Evaluation Criteria</u></b>   | <b><u>Performance Goals</u></b>   | <b><u>Methods of Meeting Goal</u></b>  |
|--|---|---|--|
| 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 <b>or</b> 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 and/or digital copies of documents prepared by the MPO will be available at the City of Fond du Lac and Village of North Fond du Lac Community Development Offices, and the Taycheedah, Empire, Fond du Lac, and Friendship town halls. Electronic versions of the documents will be available on the Fond du Lac MPO website. 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.

<http://www.ecwrpc.org/programs/fond-du-lac-mpo/>

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](mailto: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 – FOND DU LAC MPO TECHNICAL ADVISORY COMMITTEE

### Members:

|                        |                              |
|------------------------|------------------------------|
| Mary Forlenza .....    | FHWA                         |
| Curt Holman.....       | Canadian National Railroad   |
| Matt Halada .....      | WisDOT, Northeast Region     |
| Jerry Guelig .....     | Town of Taycheedah           |
| Jordan Skiff.....      | City of Fond du Lac          |
| Robert Giese.....      | Town of Fond du Lac          |
| Jeff Meisenburg .....  | Town of Friendship           |
| Lynn Gilles .....      | City of Fond du Lac, FDLAT   |
| James Kuehn.....       | WisDOT, Madison              |
| Lee F. Perrizo .....   | Fond du Lac County Airport   |
| Dyann Benson .....     | City of Fond du Lac          |
| Sam Tobias.....        | Fond du Lac County           |
| Nick Leonard.....      | Village of North Fond du Lac |
| Norbert C. Kolell..... | Town of Empire               |
| Tom Janke .....        | Fond du Lac County Highway   |
| James Pierquet.....    | Town of Empire               |
| Walt Raith .....       | ECWRPC                       |







**APPENDIX B - PUBLIC PARTICIPATION PLAN CONTACT LIST  
FOND DU LAC MPO CONTACTS**



### Transportation Providers - Public

- Fond du Lac Area Transit & JobTrans
- Elderly Transportation
- Fond du Lac County Senior Services

### Transportation Providers - Private

- Greyhound Bus Liens
- City Taxi Dispatch
- Quality Cab
- Nichols Five Start Charter
- Lamers Bus Lines, Inc.
- Kobessen Buses Ltd.
- GoldStar Tours & Charters
- Johnson School Bus Service
- Fond du Lac City Ambulance Service
- Canadian National Railroad

### Other Agencies and Organizations

- Forest Mall Management
- Mr. STEve Ditter, President - Fond du Lac County Snowmobile Association
- Fond du Lac Cyclery
- Attitude Sports
- Fond du Lac Area Job & Career Center
- Fond du Lac Co. Dept. of Social Services
- City of Fond du Lac Housing Authority
- Fond du Lac Public Library
- Spillman Library
- Fond du Lac Co. Shelter Care Facilities
- Fond du Lac Co. Employment Training
- Brothertown Nation, Inc.
- Fond du Lac Adult Literacy Program
- United Migrant Opportunities (UMOS)
- N. Fond du Lac Ambulance
- Univerity Relations - UW Fond du Lac
- UW Extension - Fond du Lac County
- Fond du Lac Co. Econ. Development Corp.



### Other Agencies and Organizations

- Fon ddu Lac Area Association of Commerce
- Fond ddu Lac Area Catholic Education System
- Moraine Park Technical College
- Marian College of Fond du Lac
- Brooke Industries, Inc.
- Northgate Senior Aprtments
- St. Agnes Hospital - Adult Day Services
- Aging and Disability Resource Center
- Aurora Health Center
- Director of Transportation - Fond du Lac School District
- North Fond du Lac School District

### Regulatory Agencies MPO Area Contacts

- Department of Agirculture, Trade & Consumer Protection
- National Resources Conversvation Services
- National Park Servie, Midwest Region
- WI State Hlсторic 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
- Fond du Lac County Zoning Department
- Department of Natural Resources, Regional Transportation Liaisons



