



Public Participation Plan for the Appleton (Fox Cities) and Oshkosh Metropolitan Planning Organizations (MPOs)

Adopted October 27, 2023

Prepared by East Central Wisconsin Regional Planning Commission



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ABSTRACT

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

CONTACT: Melissa Kraemer Badtke, MPO Director

AUTHORS: East Central Wisconsin Regional Planning Commission

SUBJECT: The Public Participation Plan (PPP) outlines opportunities for the engagement of all community members within the Appleton (Fox Cities) and Oshkosh Metropolitan Planning Organizations to participate in the development of transportation plans and programs.

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CHAPTER 1: BACKGROUND AND INTRODUCTION

1.0 Background and Introduction

The East Central Wisconsin Regional Planning Commission (ECWRPC) was created 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. ECWRPC has also been a designated Economic Development District (EDD) since 1984 when the U.S. Department of Commerce and the Economic Development Administration enacted this role. As such, it prepares an annual Comprehensive Economic Development Strategy (CEDS), that addresses region-wide economic challenges and opportunities and qualifies the region for federal assistance.

1.1 The Appleton (Fox Cities) and Oshkosh Metropolitan Planning Organizations

All urban areas over 50,000 in population, as determined by the United States Census, are required to have a Metropolitan Planning Organization (MPO) if county or municipal agencies spend federal money on planning or development of projects such as transportation improvements. The planning area is defined by the existing urbanized area plus the projected 20-year growth area. The Appleton (Fox Cities) MPO population exceeds 200,000 people and has received the additional designation by the Secretary of the US DOT as a Transportation Management Area (TMA). As the MPO overseeing the TMA, the Commission coordinates planning activities set out in the Transportation Improvement Program (TIP) and other community projects.

An MPO is required to provide a continuous, cooperative, and comprehensive transportation planning process that considers all transportation modes and supports the region's overall economic, social and environmental goals. 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.

The Appleton (Fox Cities) urbanized area encompasses portions of Calumet, Outagamie and Winnebago counties; includes all or parts of the eight towns of Buchanan, Clayton, Grand Chute, Kaukauna, Neenah and Vandenbroek; the four cities of Appleton, Kaukauna, Menasha and Neenah; and the seven villages of Combined Locks, Fox Crossing, Greenville, Harrison, Kimberly, Little Chute, and Sherwood. 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.

East Central Wisconsin has a rich history of welcoming refugees from around the world into our communities, fostered by two World Relief offices. Since 2001, roughly 1,650 individuals from 20 different

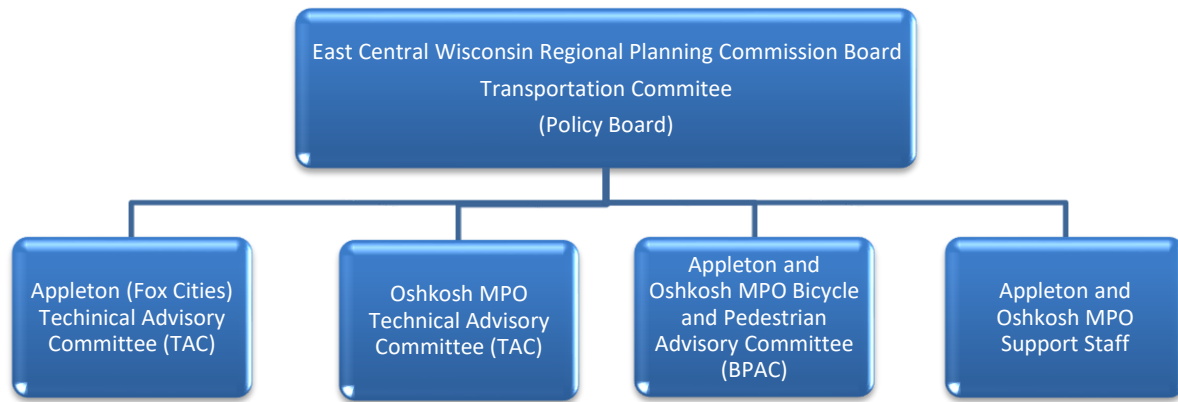
countries have made a new home in the region. Across the region there are numerous languages spoken. Some of the languages include Spanish, French, Italian, Portuguese, German, Scandinavian, Greek, Russian, Polish, Serbo-Croatian, Gujarati, Hindi, Urdu, Chinese, Japanese, Korean, Hmong, Thai, Laotian, Vietnamese, Tagalog, Arabic, and other Native North American Languages. After English, the second largest language group identified is Spanish in all East Central Wisconsin counties.

Plans and programs that are produced by the Appleton (Fox Cities) and Oshkosh MPOs:

- Long Range Transportation Plan (LRTP)
 - Multi-modal investment strategy for meeting the mobility needs of people and businesses throughout the area
 - Twenty-year planning horizon
 - Updated every 5 years
- Transportation Improvement Program (TIP)
 - Includes all anticipated federal and state aids for highway, transit, and other transportation projects in the urbanized area, as a prerequisite for funding approval
 - In cooperation and coordination with the Wisconsin Department of Transportation (WisDOT)
 - Prepared annually
- Congestion Management Plan (CMP) – Appleton (Fox Cities) Transportation Management Area Only
- Bicycle and Pedestrian Plan

1.2 Committee Structure

The East Central Wisconsin Regional Planning Commission Board is the policy board for the Appleton (Fox Cities) and the Oshkosh Metropolitan Planning Organizations (MPOs). The Technical Advisory Committees (TAC) for both the Appleton (Fox Cities) and the Oshkosh MPOs 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. See *Appendix A: Appleton (Fox Cities) and Oshkosh MPO Committees* for more information.



1.3 Plan Purpose and Need

The purpose of this Public Participation Plan (PPP) is to establish procedures that allow for, encourage, and monitor agency outreach to and participation of all citizens in the Appleton (Fox Cities) and Oshkosh Urbanized Areas. The intent of this effort is to take reasonable actions throughout the planning process to provide opportunities for historically under-served populations to participate, including but not limited to people of color, people who speak languages other than English, and low-income populations.

This document will lay out procedures to provide opportunities for residents 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 for the Fox Cities Urbanized Area, the Long-range Transportation/Land Use Plan for the Oshkosh Urbanized Area, and other planning documents that may be developed.

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 to the stakeholders identified in *Appendix B: Public Participation Plan Contact List*.

1.4 Public Participation Goals and Objectives

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

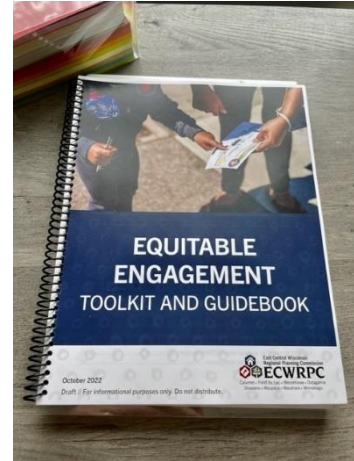
Objectives:

- To determine what barriers (including language and cultural) exist to public participation within the Appleton (Fox Cities) and Oshkosh Urbanized Areas and work to alleviate them.
- 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 historically underserved members of the public.
- To provide alternate 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: INCLUSION AND ENGAGEMENT

2.0 Inclusion and Engagement

One of the most important pieces of public participation is ensuring that all members of the community have their voices heard in regard to their transportation needs. East Central Wisconsin Regional Planning Commission (ECWRPC) strives to enhance our public outreach work by incorporating inclusion from the beginning and throughout the planning process. ECWRPC's [Equitable Engagement Toolkit and Guidebook \(link\)](#) was developed with stakeholder and public involvement in 2022. This resource offers guidance and strategies that will make engagement activities more meaningful, purposeful, and worthwhile for those that live in the region. The Guidebook is specifically designed to improve engagement to reach those in historically underserved communities, such as People of Color, low-income households, people with disabilities, or those who do not primarily speak English, among others.



To promote an environment of inclusion ECWRPC will:

- Proactively seek out historically marginalized and transportation-disadvantaged groups for input utilizing best practices written in ECWRPC Equitable Engagement Toolkit and Guidebook
- Ask people how they would like to be involved in the process
- Consider any bias which might make a 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 Bipartisan Infrastructure Law

The Bipartisan Infrastructure Law (BIL), also known as the Infrastructure Investment and Jobs Act (IIJA) (Public Law 117-58), was signed into law on November 15, 2021. As with previous transportation bills, such as the Fixing America's Surface Transportation (FAST) Act (FY 2016 – 2020), the BIL requires urbanized areas carry out comprehensive, continuous, and cooperative ("3-C") transportation planning processes pursuant to 23 U.S.C. 134 (Metropolitan Transportation Planning) to guide effective use of federal funding assistance. The BIL is a once-in-a generation investment in our infrastructure that will build a safe, resilient, and equitable transportation future.

BIL provides around \$550 billion in new Federal infrastructure investment including –

- Largest federal investment in public transit ever
- Largest federal investment in passenger rail since the creation of Amtrak
- Largest dedicated bridge investment since the construction of the Interstate System
- Largest investment in clean drinking water & wastewater infrastructure in U.S. history
- Largest investment in clean energy transmission & electric vehicle infrastructure in history
- Ensuring every American has access to reliable high-speed internet

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 States, 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 2020, the ECWRPC Board approved the Commission’s *Title VI Non-Discrimination Plan & Limited English Proficiency Program*, 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* is available by contacting 920-751-4770 or on the ECWRPC’s [website](#). At the time of this plan’s development, the *Title VI Non-Discrimination Plan & Limited English Proficiency Program was being updated, and it is expected to be adopted in October 2023.*

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 rerated 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 it 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. Environmental Justice 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 14008: Tackling the Climate Crisis at Home and Abroad

In 2021, the Biden-Harris Administration, building on the foundational efforts of Executive Order 12898, introduced Executive Order 14008, on *Tackling the Climate Crisis at Home and Abroad*. Executive Order 14008 established several brand-new environmental justice initiatives, including the government-wide [Justice40 Initiative](#), which aims to provide 40 percent of the overall benefits of Federal investments relating to climate change, clean energy, and other areas to disadvantaged communities who are marginalized, underserved, and overburdened by pollution.

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

Executive Order 13166, “Improving Access to Services for Persons with Limited English Proficiency” was issued in 2000 to improve access to federally conducted and federally assisted programs and activities for people who are limited in their English proficiency. It requires federal agencies to examine the services they provide, identify any need for services to those with limited English proficiency (LEP), and develop and implement a system to provide those services so LEP persons can have meaningful access to them.

2.6 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.
- Public meeting notices will be posted by the Secretary of the Commission not less than five (5) days prior to the meeting and will note the day, time, place, and general purpose of the meeting in accordance with East Central Wisconsin Regional Planning Commission bylaws.

CHAPTER 3: APPLETON (FOX CITIES) AND OSHKOSH MPOs 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) and the Oshkosh Metropolitan Planning Organizations. Availability of the policy for review will be advertised in a manner reasonably expected to reach all populations, with a focus on ensuring historically underserved populations have equitable opportunities for engagement and participation. 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 1 – 3.

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. A focus on demographic groups that have been historically underserved are especially important to engage when designing transportation planning processes given their difficulty or discomfort in engaging in more traditions planning engagement methods.

There are 257,432 people in the Appleton (Fox Cities) MPO (See Page 10). There are 78,794 people in the Oshkosh MPO (See Page 11). Some of the techniques that can be used to engage community members are public notices of meetings in the local newspaper, open house format public information meetings, and social media. While these techniques will continue, staff may also use other techniques for engagement to include group exercises, surveys, and use of local news media in an effort to expand our reach to historically underserved populations.

People of Color

Within the Appleton (Fox Cities) MPO, people of two or more races make up 5.8% of the total population, followed by those of Hispanic Origin (any race) at 5.71%. People of Asian races are 3.87% of the population, and those of other race are 2.4%; Black individuals make up 1.88% of the population.

Smaller portions of the population include American Indian/Alaska Native (.67%) and Pacific Islander (.06%). See page 10 for more information.

Within the Oshkosh MPO, the racial and ethnic makeup is similar to the Appleton (Fox Cities) MPO. People of two or more races make up 4.95% of the total population, followed by Black individuals at 4.7%. People of Asian races are 4.3% of the population, and those of Hispanic Origin of any race make up 4.12%. Smaller portions of the population include those of other races (1.27%); American Indian/Alaska Native (.75%); and Pacific Islander (.03%). See Page 11 for more information.

People who Speak Languages Other Than English

Conducting outreach to residents is only effective if people are able to engage in the process or read materials in a language they are proficient in. The East Central Wisconsin Regional Planning Commission will utilize communication practices such as identifying staff, consultants, or community-based organizations with appropriate language fluency and cultural knowledge, to assist with opportunities during the planning processes for citizen input. Focus groups may also be established for the purpose of gaining input from a particular defined portion of the community. Contacts with local translators are maintained and used as requested and needed.

Low-Income Populations

According to U.S. Census trends, lower income households are more likely to walk, bike, or use transit to get to work than households with higher incomes. This can be due to factors such as lower vehicle ownership rates and costs of operating vehicles. Low-income populations of the Appleton (Fox Cities) and Oshkosh MPOs should be given every reasonable opportunity to provide input in planning processes, to avoid disproportionate harm, or lack of benefit of transportation programs and projects. While low-income individuals may have access to all the traditional means of public involvement, they may be less likely to become involved, or to offer input. Some methods of gaining input either directly or indirectly from this portion of the population include engagement opportunities at times other than evenings and weekends, and in locations where individuals already are visiting frequently, such as grocery stores, schools, or churches. Other engagement could include conducting focus groups, informal interviews, and conversations with agency/advocacy group contacts.

According to 2017 – 2021 American Community Survey Data (ACS), within the Oshkosh MPO there are 3,977 households that are below the poverty level, which is approximately 12.66% of the total households. The percent of the population that lives below the poverty level within the Oshkosh MPO is 12.98%. Within the Appleton (Fox Cities) MPO there are 8,005 households that are below the poverty level, which is approximately 7.72% of the total households. The percent of the population that lives below the poverty level within the Appleton MPO is 7.42%.

Public Agencies

Public agencies can provide valuable input to the planning process, in addition to assisting in gaining participation from historically underserved populations. Pertinent public agencies include those that work with clients who are historically underserved, including but not limited to people of color, people

who speak languages other than English, low-income populations, people with disabilities, youth, and older adults. These agencies have great insight into the transportation needs of their clients and are valuable partners in overcoming 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.

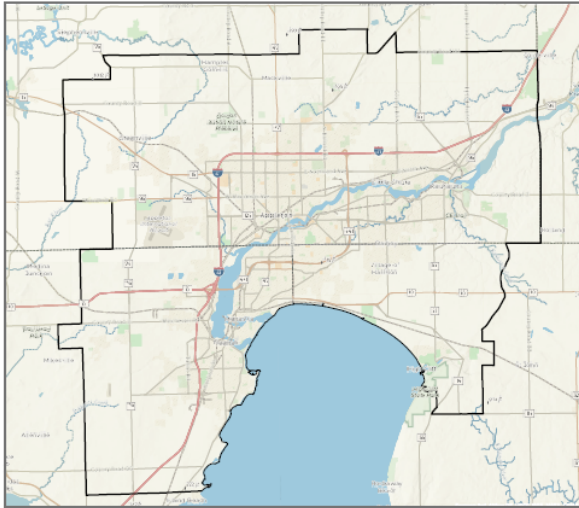
Table 1: Public Participation Process for MPO Plans and Programs

Document	Action	Minimum Public Comment Period	ECWRPC Approval Required
Long Range Land Use Transportation Plan	Adopt new plan	30 days	Yes
	Amendment	15 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	15 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

Appleton (Fox Cities) Transportation Management Area Key Demographics 2022

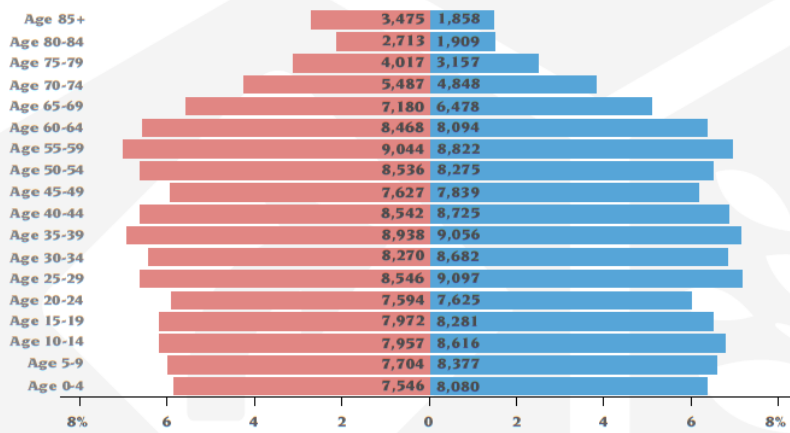


Total Population **257,432**



Community	2022 Population	% of Appleton TMA
City of Appleton	76,572	29.7%
City of Neenah	27,803	10.8%
Town of Grand Chute	24,052	9.3%
Village of Fox Crossing	19,164	7.4%
City of Menasha	18,257	7.1%
City of Kaukauna	17,390	6.8%
Village of Greenville	12,417	4.8%
Village of Harrison	12,390	4.8%
Village of Little Chute	11,844	4.6%
Village of Kimberly	7,633	3.0%
Town of Buchanan	6,904	2.7%
Town of Neenah	3,747	1.5%
Village of Combined Locks	3,618	1.4%
Town of Clayton	3,483	1.4%
Village of Sherwood	3,316	1.3%
Town of Center	2,012	0.8%
Town of Vandenberg	1,787	0.7%
Town of Freedom	1,391	0.5%
Town of Vinland	1,206	0.5%
Town of Kaukauna	1,054	0.4%
Town of Ellington	942	0.4%
Village of Wrightstown	302	0.1%
Town of Woodville	157	0.1%

Age Pyramid



The largest group:

2022 Male Population Age 25 - 29 (Esri)

The smallest group:

2022 Male Population Age 85+ (Esri)

39.0

Median Age

Race and Ethnicity

The largest group: White Alone (85.33)

The smallest group: Pacific Islander Alone (0.06)

Category	% of total	% difference (as compared to the state of Wisconsin)
White Alone	85.33	+5.34
Black Alone	1.88	-4.52
American Indian/Alaska Native Alone	0.67	-0.36
Asian Alone	3.87	+0.83
Pacific Islander Alone	0.06	+0.02
Other Race	2.40	-0.74
Two or More Races	5.80	-0.56
Hispanic Origin (Any Race)	5.71	-1.98

Bars show deviation from the state of Wisconsin

Source: This infographic contains data provided by Esri. The vintage of the data is 2022.

Oshkosh Metropolitan Planning Organization (MPO) Key Demographics 2022

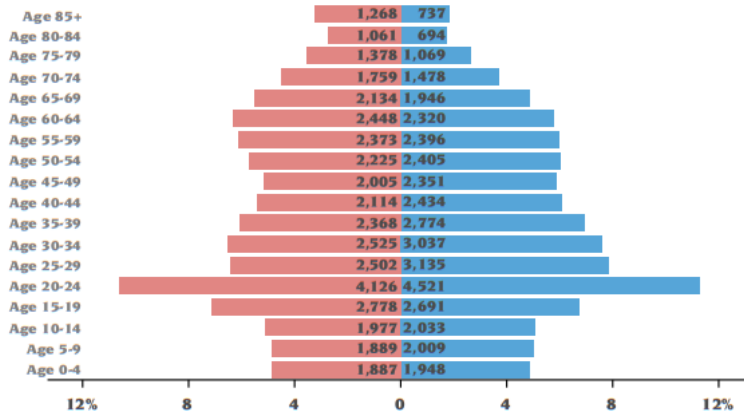


Total Population **78,794**



Community	2022 Population	% of Oshkosh MPO
City of Oshkosh	66,595	84.5%
Town of Algoma	6,857	8.7%
Town of Oshkosh	1,995	2.5%
Town of Black Wolf	1,518	1.9%
Town of Omro	1,219	1.5%
Town of Nekimi	632	0.8%
Town of Utica	47	0.1%
Town of Vinland	32	0.1%

Age Pyramid



The largest group:
**2022 Male Population
Age 20-24 (ESRI)**

The smallest group:
**2022 Male Population
Age 80-84 (ESRI)**

37.3
Median Age

Race and Ethnicity

The largest group: White Alone (83.99)

The smallest group: Pacific Islander Alone (0.03)

Category	% of total	% difference (as compared to the state of Wisconsin)
White Alone	83.99	+4.00
Black Alone	4.70	-1.70
American Indian/Alaska Native Alone	0.75	-0.28
Asian Alone	4.30	+1.26
Pacific Islander Alone	0.03	-0.01
Other Race	1.27	-1.87
Two or More Races	4.95	-1.41
Hispanic Origin (Any Race)	4.12	-3.57

Bars show deviation from the state of Wisconsin

Source: This infographic contains data provided by Esri. The vintage of the data is 2022.

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 be 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 certain stages, particularly needs identification and alternatives, techniques could be used to gather valuable input directly from the public at large or from under-represented groups of the population. Some such techniques include focus groups, advisory committees, surveys, and an interactive website. Through East Central Wisconsin Regional Planning Commission's website, Appleton (Fox Cities) and Oshkosh [MPO page](#), people can obtain information about each plan element and provide input to the process.

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. 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 Surface Transportation Block Grant (STBG) projects. The following table presents a framework for the compilation of the TIP and key points for public involvement opportunities (See Table 1).

Table 2: Public Participation Process for Selection of STBG Projects

Public Participation Opportunity	MPO Action
WisDOT opens solicitation to make funds available to MPOs	Communities are notified of solicitation
Notice of request for projects to public agencies	Projects requested of municipalities and state
No opportunity, internal process	Deadline for project submittal

No opportunity, internal process	Surface Transportation Block Grant (STBG) projects in the urbanized area are prioritized by MPO staff
TAC meeting	TAC meets to recommend STBG projects for funding
15-day public review and comment period	Reviewing TIP amendments
Public notice of meeting	MPO approval of the TIP amendments by Transportation Committee and Commission Board

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 3: Appleton (Fox Cities) 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"> • Public Meeting 	<ul style="list-style-type: none"> • Email/Mailing to Consultation List • Posting on ECWRPC & MPO Member Websites 	30 days; ECWRPC releases a draft project list to public agencies before the committee meeting where communities are able to review final project list
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 • Posting on ECWRPC & MPO Member Websites 	30 days; Begins on the date where draft plan is presented before ECWRPC Transportation Committee for adoption (final adoption by full commission board)

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 processes for the Appleton (Fox Cities) 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 15-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 15-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 4: Appleton (Fox Cities) and Oshkosh MPO TIP Amendment Process

Amendment Type	Amendment Process
Administrative Modification	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 <p>Significantly changing the scope (character of work or project limits) of a non-exempt/expansion project within the first four years of the TIP such that current description is no longer reasonably accurate.</p>
	Funding (thresholds to be defined by the MPO in consultation with WisDOT and FHWA and are subject to WisDOT approval). 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 BIL/IIJA, 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 the Metropolitan Planning Organization's (MPO) 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 can be found online at the ECWRPC MPO [website](#).

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 mean 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 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:

1. 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.

2. 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.

3. 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.

4. 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.

5. 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.

6. 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 5: Evaluation of Public Participation Techniques

Participation Techniques	Evaluation Criteria	Performance Goals	Methods of Meeting Goal
Public Participation Plan	Consultation documentation as per the BIL/IIJA	Correspondence from operating agencies and the various stakeholders	MPO staff will review the PPP annually to determine if modifications are necessary
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
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 followers	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 BIL/IIJA 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
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: Electronic versions of the documents will be available on the East Central 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. Address: East Central Wisconsin Regional Planning Commission, 400 Ahnaip Street, Suite 100, Menasha, WI 54952; Phone: (920) 751-4770; Contact: Melissa Kraemer Badtke, Executive Director/MPO Director – mbadtke@ecwrpc.org; Website: www.ecwrpc.org

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APPENDIX A: APPLETON (FOX CITIES) AND OSHKOSH MPO COMMITTEES

According to the bylaws of the East Central Wisconsin Regional Planning Commission, the Commission shall seek the advice and cooperation of interested citizens, public officials, and agency administrators. Citizen and Technical Advisory Committees shall be established as the Commission shall deem necessary to effectively carry out the purposes of the organization. The membership of the Citizen and Technical Advisory Committees shall be established in such manner as determined by the Commission.

Current committees at the time of the publication of this document include: Appleton (Fox Cities) Technical Advisory Committee; Oshkosh Transportation Policy Advisory Committee; and the Appleton (Fox Cities) and Oshkosh MPO Bicycle and Pedestrian Plan Advisory Committee

APPENDIX B: PUBLIC PARTICIPATION PLAN CONTACT LIST

APPLETON (FOX CITIES) 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, Continued

- 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 Services
- 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, Continued

- 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 Plus, 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 Services
- National Park Services, 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 Corps 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

APPENDIX C: RESOLUTION

RESOLUTION NO. 39-23

ADOPTING THE PUBLIC PARTICIPATION PLAN FOR THE APPLETON (FOX CITIES) AND OSHKOSH METROPOLITAN PLANNING ORGANIZATIONS (MPOs)

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 Bipartisan Infrastructure Law (BIL), 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, congestion management process, transportation improvement programs and other transportation planning studies, and;

WHEREAS, the public participation plan establishes measures, milestones, benchmarks and goals to determine if the amount of public participation is reasonable, and;

WHEREAS, the public participation plan will be monitored and reviewed on a regular basis to ensure that all residents 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 public comments were received.

NOW THEREFORE BE IT RESOLVED BY THE EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION:

SECTION 1. That the East Central Wisconsin Regional Planning Commission adopt the Public Participation Plan for the Appleton (Fox Cities) and Oshkosh Metropolitan Planning Organizations (MPOs).

Effective Date: October 27, 2023

Submitted By: Transportation Committee

Prepared By: Brenna Root, Associate Transportation Planner


Jeff Nooyen Chair – Outagamie Co.
10-27-2023 Date Approved


Attest: Melissa Kraemer-Badtke—ECWRPC Executive Director

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