

CONNECT 2050

A dark blue silhouette of the state of Wisconsin is positioned to the right of the text 'CONNECT 2050'. The silhouette is solid and matches the color of the text.

Public Involvement Plan

02/11/2020





Contents

1. Overview	1
2. Federal and State Requirements	2
3. Early Planning Phase.....	5
4. Pre-Draft Plan Phase	5
5. Draft Plan Phase	6
6. Final Plan Phase	6
7. Environmental Justice	7
8. Stakeholder Engagement & Consultation.....	7
9. Information Availability & Data Visualization	8
10. Meeting Accessibility	8
11. Outreach Communications	9
12. In-Person Events	9
Appendix A: Documentation of the Wisconsin Department of Transportation’s Process for Cooperation and Consultation with Local Officials and Tribal Governments in Non-Metropolitan Areas, 2016	1
Appendix B: WisDOT Region Map	1



1. Overview

Statewide long-range transportation plans (LRTPs) are federally required planning documents that define the vision for a state's transportation system based on a continuing, cooperative and comprehensive planning process. The Wisconsin Department of Transportation (WisDOT) will be updating its previous LRTP, Connections 2030. The result will be known as Connect 2050 and will focus on addressing the state's multimodal transportation needs through the year 2050.

Connect 2050 will be a new plan for a new time – a streamlined, user-friendly document that utilizes innovative planning and data visualization techniques to guide Wisconsin's transportation future. Connect 2050 will be a policy-based vision plan that identifies the direction for Wisconsin's entire multimodal transportation system. Associated technical reports, analyses, and modal-specific plans will exist alongside this plan, allowing Connect 2050 to be a visionary document that will guide overall transportation decision-making for Wisconsin. The plan will provide all Wisconsinites, service providers, and stakeholders user-friendly access to useful information.

A crucial part of the long-range statewide transportation planning process is public involvement. Public involvement does not include just the public, but includes all affected entities including: individuals, public agencies, representatives of public transportation employees, public ports, freight shippers, private providers of transportation (including intercity bus operators), representatives of users of public transportation, representatives of users of pedestrian walkways and bicycle transportation facilities, representatives of the disabled, providers of freight transportation services, and other interested parties. A comprehensive public involvement process helps ensure the plans and related decisions regarding the transportation system incorporate the concerns of the transportation system's users.

This publication, the Connect 2050 Public Involvement Plan (PIP), addresses that need.

The purpose of this PIP is to identify the process that WisDOT will follow during the update of its long-range statewide transportation plan from Connections 2030, to Connect 2050. In compliance with 23 C.F.R. § 450.210(a) WisDOT will release the PIP for a 45-day public review and comment period before it is adopted. This PIP has been developed in accordance with [Wisconsin Department of Transportation's Public Involvement Plan for Statewide Long-Range Transportation Plans](#), 2016.

It is important to note that while this plan is titled a Public Involvement Plan, WisDOT will be utilizing public engagement techniques during the Connect 2050 update process. We will be using innovative and proven communication techniques to reach out to people where they are and engage them in our long-term planning process. We plan to present the material in such a way that the public and stakeholders may better understand the importance of participating in a planning effort. Creating interest and an informed public is crucial to helping WisDOT plan for a transportation system that is safe and efficient and responsive to the needs of its citizens.

Development of a long-range plan typically requires a four-phase process: Early Planning, a Pre-Draft Plan, a Draft Plan, and the Final Plan. This comprehensive process provides opportunities for public and stakeholder involvement in each of the four phases beginning with early input into the scope of the draft plan and ending with public hearing(s) on the Final Draft Plan. This approach allows WisDOT to reflect and balance a variety of stakeholder needs and interests in its vision and policies.



2. Federal and State Requirements

The following Federal and State regulations identify the minimum requirements that WisDOT must meet as part of the statewide long-range transportation plan update process.

Citation	Requirement	WisDOT Action
23 C.F.R. § 450.208(a)(1)	Coordinate planning carried out under this subpart with the metropolitan transportation planning activities carried out under subpart C of this part for metropolitan areas of the State. The State is encouraged to rely on information, studies, or analyses provided by Metropolitan Planning Organizations (MPOs) for portions of the transportation system located in metropolitan planning areas;	WisDOT will engage Wisconsin's 14 MPOs through the quarterly MPO Director's Meetings and as requested as part of stakeholder engagement outlined in Section 8 of this PIP.
23 C.F.R. § 450.208(a)(2)	Coordinate planning carried out under this subpart with statewide trade and economic development planning activities and related multistate planning efforts;	WisDOT will engage trade and economic development stakeholder groups such as the Freight Advisory Committee, Transportation Stakeholder Task Force, Wisconsin Economic Development Corporation, Wisconsin Department of Agriculture, Trade and Consumer Protection, and Wisconsin's 9 Regional Economic Development Organizations as a part of stakeholder engagement outlined in Section 8 of this PIP.
23 C.F.R. § 450.208(a)(3)	Consider the concerns of Federal land management agencies that have jurisdiction over land within the boundaries of the State;	WisDOT will engage Federal land management agencies as a part of formal Consultation outlined in Section 8 of this PIP.
23 C.F.R. § 450.208(a)(4)	Cooperate with affected local elected and appointed officials with responsibilities for transportation, or, if applicable, through Regional Transportation Planning Organizations (RTPOs) described in section 450.210(d) in nonmetropolitan areas;	WisDOT will engage local elected officials through groups such as the Wisconsin Counties Association, Wisconsin County Highway Association, League of Wisconsin Municipalities and Wisconsin Towns Association, Wisconsin's 14 MPOs, and Wisconsin's 9 Regional Planning Commissions (RPCs) as part of formal Consultation outlined in Section 8 of this PIP.
23 C.F.R. § 450.208(a)(5)	Consider the concerns of Indian Tribal governments that have jurisdiction over land within the boundaries of the State;	WisDOT will engage Indian Tribal Governments through groups such as the Tribal Labor Advisory Committee (TLAC) and Inter-Tribal Task Force (ITTF) as part of formal Consultation outlined in Section 8 of this PIP.
23 C.F.R. § 450.208(a)(6)	Consider related planning activities being conducted outside of metropolitan planning areas and between States; and	WisDOT will consider planning activities being conducted outside of metropolitan planning areas and between States through engagement with groups such as the Wisconsin Counties Association, Wisconsin County Highway Association, League of Wisconsin Municipalities and Wisconsin Towns Association, Federal Highway Administration (FHWA), Wisconsin's 14 MPOs and 9 RPCs as part of formal Consultation outlined in Section 8 of this PIP.



PUBLIC INVOLVEMENT PLAN

Citation	Requirement	WisDOT Action
23 C.F.R. § 450.208(a)(7)	Coordinate data collection and analyses with MPOs and public transportation operators to support statewide transportation planning and programming priorities and decisions.	WisDOT will coordinate data collection and analysis with MPOs and public transportation operators as needed.
23 C.F.R. § 450.208(e)	In carrying out the statewide transportation planning process, States should apply asset management principles and techniques consistent with the State Asset Management Plan for the National Highway System (NHS) and the Transit Asset Management Plan, and Public Transportation Agency Safety Plan in establishing planning goals, defining Statewide Transportation Improvement Program (STIP) priorities, and assessing transportation system safety, operations, preservation, and maintenance.	WisDOT's Bureau of Planning and Economic Development will meet with appropriate WisDOT staff to verify that Connect 2050 is consistent with the State Asset Management Plan, Transit Asset Management Plan, and Public Transportation Agency Safety Plan.
23 C.F.R. § 450.208 (g)	The statewide transportation planning process shall (to the maximum extent practicable) be consistent with the development of applicable regional intelligent transportation systems (ITS) architectures, as defined in 23 C.F.R. § 940.	WisDOT's Bureau of Planning and Economic Development will meet with appropriate WisDOT staff to verify that Connect 2050 is consistent with the ITS Guidance in WisDOT's Facilities Development Manual.
23 C.F.R. § 450.210(a)	In carrying out the statewide transportation planning process, including development of the long-range statewide transportation plan and the STIP, the State shall develop and use a documented public involvement process that provides opportunities for public review and comment at key decision points.	This PIP serves as the documented public involvement process providing opportunities for public review and comment at key decision points.
23 C.F.R. § 450.210(a)(1)(i)	Establish early and continuous public involvement opportunities that provide timely information about transportation issues and decision making processes to individuals, affected public agencies, representatives of public transportation employees, public ports, freight shippers, private providers of transportation (including intercity bus operators), representatives of users of public transportation, representatives of users of pedestrian walkways and bicycle transportation facilities, representatives of the disabled, providers of freight transportation services, and other interested parties;	This PIP establishes the public involvement processes that WisDOT will use to receive feedback on Connect 2050 for the organizations listed in 23 C.F.R. § 450.210(a)(1)(i) as well as other stakeholders.
23 C.F.R. § 450.210(a)(1)(ii)	Provide reasonable public access to technical and policy information used in the development of the long-range statewide transportation plan and the STIP;	Technical and policy information will be available through Connect 2050 and its associated technical reports.
23 C.F.R. § 450.210(a)(1)(iii)	Provide adequate public notice of public involvement activities and time for public review and comment at key decision points, including a reasonable opportunity to comment on the proposed long-range statewide transportation plan and STIP;	This PIP will be made available for a 45-day public review and comment period before adoption.
23 C.F.R. § 450.210(a)(1)(iv)	To the maximum extent practicable, ensure that public meetings are held at convenient and accessible locations and times;	WisDOT will hold public meetings in locations that are accessible by public transit and in accordance with the Americans with Disabilities Act (ADA), and at convenient times, whenever practicable.
23 C.F.R. § 450.210(a)(1)(v)	To the maximum extent practicable, use visualization techniques to describe the proposed long-range statewide transportation plan and supporting studies;	WisDOT will use data visualization techniques such as infographics, maps and charts during stakeholder and public involvement activities and in the plan itself, whenever practicable.



PUBLIC INVOLVEMENT PLAN

Citation	Requirement	WisDOT Action
23 C.F.R. § 450.210(a)(1)(vi)	To the maximum extent practicable, make public information available in electronically accessible format and means, such as the World Wide Web, as appropriate to afford reasonable opportunity for consideration of public information;	WisDOT will leverage technology in all aspects of plan development and public involvement, including WisDOT's social media accounts, and WisDOT's website.
23 C.F.R. § 450.210(a)(1)(vii)	Demonstrate explicit consideration and response to public input during the development of the long-range statewide transportation plan and STIP;	Public input will be solicited throughout all phases of plan development and will be summarized in an appendix to the final plan.
23 C.F.R. § 450.210(a)(1)(ix)	Provide for the periodic review of the effectiveness of the public involvement process to ensure that the process provides full and open access to all interested parties and revise the process, as appropriate.	Public involvement activities and their effectiveness will be summarized in an appendix to the final plan.
23 C.F.R. § 450.210(a)(2)	The State shall provide for public comment on existing and proposed processes for public involvement in the development of the long-range statewide transportation plan and the STIP. At a minimum, the State shall allow 45 calendar days for public review and written comment before the procedures and any major revisions to existing procedures are adopted. The State shall provide copies of the approved public involvement process document(s) to the FHWA and the Federal Transit Administration (FTA) for informational purposes.	This PIP will be made available for a 45-day public review and comment period before adoption.
23 C.F.R. § 450.210(b)	The State shall provide for nonmetropolitan local official participation in the development of the long-range statewide transportation plan and the STIP. The State shall have a documented process(es) for cooperating with nonmetropolitan local officials representing units of general purpose local government and/or local officials with responsibility for transportation that is separate and discrete from the public involvement process and provides an opportunity for their participation in the development of the long-range statewide transportation plan and the STIP. Although the FHWA and the FTA shall not review or approve this cooperative process(es), the State shall provide copies of the process document(s) to the FHWA and the FTA for informational purposes.	WisDOT will coordinate with non-metropolitan local officials through groups such as the Wisconsin Counties Association, Wisconsin County Highway Association, League of Wisconsin Municipalities and Wisconsin Towns Association, and Wisconsin's 9 Regional Planning Commissions (RPCs) as part of formal Consultation outlined in Section 8 of this PIP. WisDOT's consultation process is documented in Appendix A, <i>Documentation of the Wisconsin Department of Transportation's Process for Cooperation and Consultation with Local Officials and Tribal Governments in Non-Metropolitan Areas</i> , 2016.
23 C.F.R. § 450.210(c)	For each area of the State under the jurisdiction of an Indian Tribal government, the State shall develop the long-range statewide transportation plan and STIP in consultation with the Tribal government and the Secretary of the Interior. States shall, to the extent practicable, develop a documented process(es) that outlines roles, responsibilities, and key decision points for consulting with Indian Tribal governments and Department of the Interior in the development of the long-range statewide transportation plan and the STIP.	WisDOT will engage Indian Tribal Governments through groups such as the Tribal Labor Advisory Committee (TLAC) and Inter-Tribal Task Force (ITTF) as part of formal Consultation outlined in Section 8 of this PIP. WisDOT's consultation process is documented in Appendix A, <i>Documentation of the Wisconsin Department of Transportation's Process for Cooperation and Consultation with Local Officials and Tribal Governments in Non-Metropolitan Areas</i> , 2016.

System-Plan Environmental Evaluation

Wisconsin DOT's Administrative Code, Trans 400 *Wisconsin Environmental Policy Act Procedures for Department Actions*, establishes rules for analyzing the environmental effects of transportation plans. Defined in code as the



conceptual environmental evaluation, a System-Plan Environmental Evaluation (SEE) is required during the preparation of statewide, system-level transportation plans when initial WisDOT analyses determine that the plan contains “major and significant new proposals” likely to affect the quality of the human and natural environment. The SEE does not provide the kind of quantitative detail found in project-level environmental analyses (e.g., environmental assessments, environmental impact statements), nor does it replace them. Project-level impacts are dependent on location and design decisions that are not known during the development of the LRTP and SEE analysis. The SEE looks at the policies and recommended actions identified in the LRTP and discusses the potential environmental impacts of implementing these policies and actions in qualitative and comparative terms.

In summary, whereas project-level environmental analyses focus on specific individual project details, the level of analysis in the SEE is broad, covering conceptual ideas about the future of transportation in Wisconsin. WisDOT will make an official determination whether a SEE is necessary for Connect 2050 after the plan is drafted. If it is determined that a SEE is not required for Connect 2050, WisDOT will not hold a public hearing as required in Trans 400. However, there will be public involvement opportunities throughout the planning process, and a public review and comment period on the draft plan.

3. Early Planning Phase

The early planning phase is primarily focused on preparing for the plan and working to ensure that the necessary resources are available to complete the plan update. During this phase, the following public involvement-related actions will be completed by WisDOT:

- Issue a Notice of Intent (NOI) with an associated 30-day comment period announcing WisDOT’s intent to update the statewide long-range transportation plan
- Develop the public involvement plan (PIP) with an associated 45-day comment period
- Make a preliminary determination on whether a System-Plan Environmental Evaluation (SEE), as described in Trans 400.07, will be necessary; the final determination will be made after the plan has been drafted
- Identify stakeholders to engage in the planning process, including those identified in 23 C.F.R. § 450.210(a)(1)(i).

4. Pre-Draft Plan Phase

The purpose of early engagement during the pre-draft plan phase is to identify priorities, provide educational opportunities, and receive feedback on proposed plan goals early in the process to ensure the plan is drafted with the concerns of all stakeholders in mind. Early engagement would involve soliciting feedback from the public, internal and external stakeholder groups, and resource agencies, to help identify priorities so they can be considered in the drafting of the plan. Early engagement is meant to be a two-way flow of information, meaning that WisDOT is relaying information to the public and soliciting responses from the public.

During the Pre-Draft Plan Phase, WisDOT will take the following actions:

- Public engagement



PUBLIC INVOLVEMENT PLAN

- Minimum of one pop-up event, and one in-person meeting in each Region
- Stakeholder identification
- Stakeholder engagement
- WisDOT Region engagement
 - Meet with WisDOT staff in each Region
- Develop and distribute an online survey
- Develop educational and informational video(s)
- Outreach communications

Engagement efforts and comments received will be summarized and included as an appendix to the final plan.

5. Draft Plan Phase

The purpose of engagement during the draft plan phase is to give the public, internal and external stakeholder groups, and resource agencies a chance to review the draft plan and provide feedback to WisDOT. At this stage of plan development, WisDOT will have written the draft plan and is now seeking feedback on its content. Engagement at this point is intended to further shape the plan policies through clarification and refinement based on public and stakeholder input.

During the Draft Plan Phase, WisDOT will take the following actions:

- Release the Draft Plan for review and comment, with a minimum 30-day comment period
- Public engagement
 - Minimum of one pop-up event, and one in-person meeting in each Region
- Stakeholder engagement
- WisDOT Region engagement
 - Meet with WisDOT staff in each Region
- Outreach communications

6. Final Plan Phase

The goal of the final plan phase is to release the final, adopted plan. At this stage of development, WisDOT will have written the draft plan and released it to the public for a 30-day comment period. WisDOT will have considered all comments that were received, engaged the public and stakeholders, and finalized the plan that will be adopted.

A summary of engagement efforts and comments received will be included as an appendix to the final plan.

During the Final Plan Phase, WisDOT will take the following actions:

- Publish the adopted plan on its website
- Distribute copies of the adopted plan and related summary materials upon request



7. Environmental Justice

Executive Order 12898, *Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations*, requires federal agencies to identify and address, as appropriate, disproportionately high and adverse human health or environmental effects of its programs, policies and activities on minority populations and low-income populations. As a recipient of federal financial assistance, WisDOT has a responsibility to implement Executive Order 12898. This is accomplished through the development of an Environmental Justice Plan (EJP).

The intent of an EJP is to describe how WisDOT ensures minority and low-income group participation in the planning process. This section of the Connect 2050 PIP is intended to act as the EJP described in [Wisconsin Department of Transportation's Public Involvement Plan for Statewide Long-Range Transportation Plans](#), 2016. WisDOT recognizes that minority and low-income groups may face obstacles to participating in the transportation planning process. The EJP targets public involvement activities and identifies meetings specifically directed to minority and low-income groups.

WisDOT is committed to the fair treatment and meaningful engagement of all people. Actions taken by WisDOT to ensure that all people are given ample opportunity to engage in and be a part of the transportation planning process will include but are not limited to:

- Identify EJ populations and stakeholders
- Conduct an EJ analysis
- Identify EJ stakeholder groups, or stakeholder groups who can help access EJ populations
- Leverage stakeholders' capabilities to reach and engage low-income and minority populations in their areas
- Hold meetings at transit-accessible locations, when available
- Targeted communications
- Provide translators upon request
- Translate materials into other languages upon request

8. Stakeholder Engagement & Consultation

Once stakeholders are identified in the Early Planning Phase, WisDOT will reach out to them to schedule initial engagement meetings. The meeting type and location, and the need for follow-up meetings will be determined based on the stakeholders' needs and requirements. Stakeholders are generally defined as groups with a stake in the plan; since this is a statewide plan, every group could be considered a stakeholder.

WisDOT will:

- Identify stakeholders
- Schedule at least one meeting/phone call with each identified stakeholder group; additional meetings will be held as requested by the stakeholder
- Leverage the capabilities of stakeholders to maximize the reach of engagement efforts; this may include but is not limited to presenting at already-scheduled stakeholder meetings, encouraging stakeholders to share WisDOT's social media posts, encouraging stakeholders to utilize their contact lists to



disseminate information and surveys, and leveraging stakeholders' local contacts and knowledge to maximize reach and feedback

23 CFR 450.216(j) requires the state to develop the long-range plan in consultation with state, tribal, and local agencies responsible for land use management, natural resources, environmental protection, conservation, and historic preservation, as appropriate. WisDOT has formal processes in place that outline how WisDOT will consult with non-metropolitan local officials and Indian Tribal Governments. WisDOT will follow the process outlined in Appendix A, *Documentation of the Wisconsin Department of Transportation's Process for Cooperation and Consultation with Local Officials and Tribal Governments in Non-Metropolitan Areas, 2016*. WisDOT will hold a minimum of one meeting with Indian Tribal Governments, non-metropolitan and local officials, and environmental resource agencies, and hold additional meetings as requested.

9. Information Availability & Data Visualization

WisDOT will use a variety of tools to disseminate information to the public and various stakeholders. Participation is encouraged throughout the development of the plan. Information will be added to the Connect 2050 webpage (<https://wisconsindot.gov/Pages/projects/multimodal/connect2050.aspx>) throughout the planning process. Information and engagement opportunities also will be available through WisDOT's social media accounts. Public engagement is expected to include both virtual and in-person opportunities. WisDOT will provide translators, and translate materials into other languages, upon request.

Anyone who wishes to express comments, ideas, and/or concerns during the plan update process may do so by writing, calling or emailing:

Wisconsin Department of Transportation
Division of Transportation Investment Management
4822 Madison Yards Way, 6th Floor South
P.O. Box 7913
Madison, WI 53707-7913
Tel: (608) 266-9495
Email: Connect2050@dot.wi.gov

23 C.F.R. § 450.210 requires that to the maximum extent practicable, states use visualization techniques to describe the proposed long-range statewide transportation plan and supporting studies. The techniques used by WisDOT for Connect 2050 may include but are not limited to infographics, videos, maps and charts.

10. Meeting Accessibility

23 C.F.R. § 450.210 requires that to the maximum extent practicable, public meetings are held at convenient and accessible locations and times. This has been a goal for WisDOT in the past and will continue to be a goal for the Connect 2050 engagement process. WisDOT also will hold meetings at transit-accessible locations, when available, to allow non-driving and transit-dependent citizens to attend meetings and engage in the transportation planning process.



11. Outreach Communications

Throughout the planning process, WisDOT will capitalize on the ability of social media to allow the public to easily and conveniently voice their opinions. With the constantly growing popularity and usage of social media, this platform provides an opportunity for WisDOT to connect with and engage the public. In addition, WisDOT will use advertising and communication techniques to build awareness of and interest in the plan and in public engagement activities.

WisDOT will:

- Utilize social media to share information with the public, including but not limited to locations of in-person events; videos; and informational posts about the plan
- Utilize social media to receive input from the public through polls and surveys
- Leverage the capabilities of stakeholders' social media accounts to maximize the reach of engagement efforts, when possible
- Utilize advertising and communication techniques to spread awareness, provide education and outreach, and direct the public to feedback mechanisms such as engagement events or surveys

12. In-Person Events

Pop-up outreach is used as a direct way to engage people at a high-density location to provide information and get quick feedback for a plan or project. The purpose of pop-up events is to engage the public by going to where people are already congregating, rather than making them attend a public meeting. These events will be scheduled ahead of time and communicated to maximize participation. Pop-up outreach creates opportunity for WisDOT planning staff to partner with other WisDOT divisions to enhance public outreach and information-sharing on a variety of topics. WisDOT will:

- Partner with internal and external stakeholders to join already-scheduled events, where possible
- Schedule a minimum of one pop-up event per WisDOT Region in the pre-draft phase, and one event in the draft plan phase
- Provide mobile devices such as iPads or tablets to allow people to take surveys or watch videos at pop-up engagement events

In addition to these events, WisDOT will utilize traditional in-person public meetings to provide an additional opportunity for the public to participate in the planning process. Public meetings will be held at the WisDOT Region offices and will be scheduled to align with pop-up events in that region, whenever practicable.



Appendix A: Documentation of the Wisconsin Department of Transportation's Process for Cooperation and Consultation with Local Officials and Tribal Governments in Non-Metropolitan Areas, 2016

**Documentation of the Wisconsin Department of
Transportation's Process for Cooperation and
Consultation with Local Officials and Tribal
Governments in
Non-Metropolitan Areas**

March 2016

Introduction

The Wisconsin Department of Transportation (WisDOT) cooperates and consults continuously with local officials in all areas of Wisconsin, including those not served by Metropolitan Planning Organizations (MPOs). WisDOT's central office in Madison and each of the five transportation region offices and their personnel maintain strong relationships with local and tribal governments throughout Wisconsin.

This document has been written in response to Federal Highway Administration's (FHWA) regulations¹ for cooperation and consultation with local officials and tribal governments in areas not served by MPOs. It also highlights some of WisDOT's successful practices and reviews the steps in the local cooperation and consultation processes for select planning and programming efforts. Lastly, it describes the review process for local cooperation and consultation documentation and outlines the steps WisDOT will take to ensure that the process is reevaluated in the future.

WisDOT's Non-Metropolitan Cooperation and Consultation Process

WisDOT's non-metropolitan cooperation and consultation process is built upon a strong tradition of proactively working with local officials and tribal governments. WisDOT continues to incorporate tribal governments and local officials into the transportation planning and programming decision-making processes. The Department has always been committed to working closely with local officials and tribes to understand and meet their transportation needs. WisDOT advises, but does not set local priorities.

WisDOT's existing planning process provides opportunities for statewide public input and review. For example, the public outreach efforts for Wisconsin's multimodal plan, *Connections 2030*, were extensive. These outreach efforts continued during the development of the *Wisconsin State Airport System Plan 2030* and *Wisconsin Rail Plan 2030*. Information regarding WisDOT's multimodal transportation plans are available online at: <http://wisconsindot.gov/Pages/projects/multimodal/default.aspx>.

Outreach and public participation is a central focus in WisDOT's current development of the *Wisconsin State Freight Plan* and update to the *Wisconsin State Highway Plan*. Attributes of the public participation plans include:

- coordination and input from tribal governments
- cooperation with local and county officials
- outreach to industry and business owners/representatives
- input from the general public

¹ Title 23 CFR 450.210(b)

Moving Ahead for Progress in the 21st Century Act (MAP-21) legislation² enacted in 2012 has placed an emphasis on increased cooperation with local officials in non-metropolitan areas. Cooperation being defined as “the parties involved in carrying out the transportation planning and programming processes work together to achieve a common goal or objective”.³ WisDOT has a long standing practice of going beyond mere consultation but rather working with officials in reaching shared goals and objectives.

Information regarding previous planning efforts and the State Transportation Improvement Program (STIP) is also available by contacting the Bureau of Planning and Economic Development at bop.dtim@dot.wi.gov. Current STIP information is available online:<http://wisconsin.dot.gov/Pages/doing-bus/local-gov/astnce-pgms/highway/stip.aspx>.

² Title 23 CFR 450.210(b)

<http://www.gpo.gov/fdsys/pkg/PLAW-112publ141/pdf/PLAW-112publ141.pdf>

³ Statewide and Nonmetropolitan Transportation Planning; Metropolitan Transportation Planning; Proposed Rule (p. 31813). *To be updated based on final rule publication.*

<http://www.gpo.gov/fdsys/pkg/FR-2014-06-02/pdf/2014-12155.pdf>

The map below indicates the non-metropolitan areas in Wisconsin. The areas shaded in gray are not included within this document, as they are covered by MPO planning processes.



Consultation with Indian Tribal Governments

The Wisconsin Department of Transportation has a unique and robust consultation relationship with its eleven federally-recognized tribes. In fact, in 2013 the Federal Highway Administration (FHWA) recognized Wisconsin's tribal consultation efforts in a case study, titled Wisconsin - Tribal Consultation Process.⁴

Following an executive order (EO 39) issued in 2004, WisDOT, the Wisconsin Division of FHWA and the eleven tribes entered into a partnership agreement in May 2005. The purpose of the agreement (revised in 2010) was to,

"create and define processes by which WisDOT and FHWA will work in collaboration with Wisconsin's eleven sovereign Indian Nations. The agreement acknowledges and supports the government-to-government relationship between tribes and state and federal agencies and supports American Indian sovereignty."

As part of the partnership agreement, WisDOT established the WisDOT Tribal Task Force that includes representatives from each tribe, WisDOT, and FHWA. Part of the Task Force's goal is to define tribal consultation for transportation-related projects and planning efforts.

WisDOT consults with tribes that have ancestral homelands within the state boundaries on all decisions that may affect tribal rights and interests in regard to long- and short-range transportation planning. WisDOT is committed to government-to-government consultation with tribes on actions that affect identified tribal rights and issues.

Consultation means respectful, effective communication in a cooperative process that works toward a consensus before a decision is made or an action is taken. Consultation means more than simply informing affected tribes about what the Department is planning to do. WisDOT acknowledges that consultation is a process, not a guarantee of agreement on outcomes. While dedicated to implementing constructive consultation practices, the Department's hopes are to go beyond issue-specific consultation. The goal is to achieve mutually beneficial priorities, programs and interests.

Given the number of tribes, the extent of tribally reserved rights, and the size and complexity of the Department, WisDOT may not be able to identify in advance all issues that may be appropriate subjects for tribal consultation. However, WisDOT has implemented a multi-faceted approach to establish clear and effective communications. Those efforts include the following:

⁴ Link to Wisconsin -Tribal Consultation Process Case Study
https://www.fhwa.dot.gov/planning/processes/tribal/case_studies/wisconsin.cfm.

Annual Consultation Meeting with Tribes

The Secretary of WisDOT hosts an annual consultation meeting with tribes which provides an opportunity for tribal leaders and representatives to express concerns, highlight issues and make recommendation regarding statewide and local transportation issues. WisDOT's annual tribal consultation meeting ensures that Department leadership is aware of tribal transportation needs and priorities.

In addition to the annual consultation meeting, WisDOT and Wisconsin's Tribal Nations have formed special groups to solicit input on projects, programs and policies that may affect the state's tribal communities. These groups include the Inter-Tribal Task Force, the Tribal Historic Preservation Project, and the Tribal Labor Advisory Committee.

Inter-Tribal Task Force

This group was established through the partnership agreement to serve as a policy advisory group regarding transportation related matters that have the potential to impact tribal communities. Task Force members consist of WisDOT statewide and regional tribal liaisons and other WisDOT agency employees, the FHWA, the Bureau of Indian Affairs and representatives appointed by each respective tribal government. The Task Force meets on a bi-monthly basis and has developed numerous tribal initiatives. The Task Force also serves as a forum to discuss projects within the state and the individual tribes' transportation improvement programs. Consultation on long-term transportation planning also occurs.

When WisDOT is developing a long-range transportation plan, the Task Force will facilitate consultation with the WisDOT Bureau of Planning and Economic Development. Consultation includes:

- An initial meeting inviting tribal leadership and representatives from the tribal planning, roads, environmental and historic preservation departments of all 11 tribal nations in Wisconsin, planning representatives from each WisDOT region, regional WisDOT tribal liaisons, the Bureau of Indian Affairs, and the FHWA, to discuss the transportation issues and needs
- A statewide follow-up meeting to discuss the draft plan
- A meeting at any other time as requested by individual tribes or WisDOT

As WisDOT Regions develop their six year transportation improvement program, WisDOT regional liaisons bring the short-range planning goals within WisDOT's six-year highway program and plans to the Task Force to provide tribes an opportunity to discuss issues and needs. If requested, the regional liaisons facilitate follow-up meetings between WisDOT staff and individual tribes to discuss specific projects or planning goals.

Tribal Historic Preservation Project

This group was created to strengthen tribal participation in WisDOT programming and project development. Its focuses on historic preservation and environmental issues. The members include the Tribal Historic Preservation Officers from the federally recognized tribes of Wisconsin, federal agencies, and WisDOT staff. Project meetings occur on a bi-monthly basis. In these meetings WisDOT seeks guidance on the care and treatment of

historic properties, sacred sites, burials and traditional cultural properties.

Project highlights include:

- Redrafting of the WisDOT's Facilities Development Manual (FDM) chapter 26, which deals with the Section 106 process
- A draft environmental/cultural resource consultation policy
- An annual listening session between all stakeholders in WisDOT project efforts
- Direct involvement with tribes in state plans, projects and other specific initiatives, including regular preservation training opportunities for both tribes and WisDOT employees

Business and Labor Development

To ensure that tribes and tribal members receive all the employment, training, business, and economic opportunities for Indian-owned businesses afforded by law, WisDOT and the eleven Tribes created a Tribal Labor Advisory Committee (TLAC). TLAC was established in December 2011 and meets quarterly to develop strategies to enhance Native American labor opportunities on state and federal projects.

WisDOT Tribal Liaisons

WisDOT has created two statewide tribal liaisons who implement the government-to-government relationship with tribes at the state level. The statewide tribal liaisons also serves as a primary point of contact for tribal elected officials, regional tribal liaisons, and the Great Lakes Intertribal Council (GLITC).

The regional tribal liaisons are assigned to the five region offices (North Central, Northeast, Northwest, Southeast and Southwest). The regional tribal liaisons serve as a primary points of contact for the tribes located in their respective regions in regards to transportation projects that are on or near tribal lands.

The regional liaisons meet regularly with tribes to maintain an open dialogue on transportation issues and ensure that each Tribe has a close, personal relationship with their main point of contact for transportation issues.

With its Tribal consultation programs firmly in place, WisDOT is able to continuously receive and share accurate information on upcoming projects, programs and policies to maintain WisDOT's consistent and positive relationships with Tribal Nations.

Highlights from the Local Cooperation Process in WisDOT Regions

WisDOT's central office and five transportation regions⁵ have been very successful in cooperating with local officials in areas not served by MPOs. The following section highlights some examples of these local cooperative efforts. Not all of the listed functions are performed in every region as the level of cooperation can vary depending on region size, number of local officials, and proximity to an MPO.

Also presented are brief overviews of WisDOT's *Local Program Advisory Forum*, a collaboration of state, regional and local transportation officials, transportation builders, and the consulting industry focused on delivery issues and processes along with the *Local Programs Peer Review Committee* with Department and FHWA Wisconsin Division staff.

Planning Studies and Land Use Issues:

- Creating advisory committees (committees include professional staff, municipal representatives, local leaders, and other interested parties), work groups, expert panels, web sites, newsletters, and brochures
- Assisting local officials in updating long-range comprehensive plans, including discussion of local and regional land use, transportation, and access management
- Working with consultants on public involvement issues, including organizing meetings and focus groups
- All regions hold Local Program Symposiums to provide information and answer questions. Local and county officials are invited to the symposiums to discuss project requirements within the local programs. Various local programs (STP, TAP, TEA etc.) are presented along with practical project delivery requirements and best practices (i.e. consultant contracting, right of way acquisition, and design processes).

Six-Year Highway Improvement Program:

- Organizing meetings with county highway committees to review program additions, and any changes in the project schedules
- Discussing potential candidate projects with cities, counties and tribes
- Staffing local meetings to answer any questions regarding process or projects
- Maintaining a Six-Year Highway Improvement Program website providing region projects and contacts for questions regarding the program
<http://wisconsindot.gov/Pages/projects/6yr-hwy-impr/proj-info/default.aspx>

Additional Online Resources:

Wisconsin's local programs and related processes are outlined on the WisDOT website <http://wisconsindot.gov/Pages/home.aspx>. The front page of the website has a link to Local Government/Assistance programs in the dropdown under the Doing Business

⁵ Region Contact Information

<http://wisconsindot.gov/Pages/about-wisdot/who-we-are/dtsd/dtsd-region-offices.aspx>

button. This site provides information of interest to local governments and their associations, regional entities and the general public in an up-to-date format <http://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/default.aspx>.

Local transportation programs and related key processes are explained in high level policy terms, down to explicit rules and deadlines. Related information is included, such as WisDOT central office and region contacts, program guidelines, timelines, applications, policies and procedures, and approved program lists.

Local Program Notification:

- Providing Surface Transportation Program-Urban (STP-U) notification and statewide eligibility criteria for all eligible municipalities with populations between 5,000 and 50,000 vying for statewide projects
- Providing Local Bridge Improvement Assistance Program and Surface Transportation Program-Rural (STP-R) notification and statewide eligibility criteria to county highway commissioners, who set priorities within their regions and vie for projects statewide
- Notifying local jurisdictions of Congestion Mitigation and Air Quality Improvement (CMAQ) program funding availability in eligible non-attainment areas of the state (southeast Wisconsin)
- Notifying local jurisdictions of local Transportation Alternative Program (TAP) program funding availability
- Targeted outreach to non-metropolitan officials is part of both the TAP and CMAQ programs
- Conducting local program meetings and ongoing communication and technical assistance throughout the state to provide information on various state and federal programs at the local level
- Participating in statewide local association conferences, conventions, meetings and training sessions to provide information on various state and federal programs available to local communities
- After project approval, regional project development staff and management consultants coordinate with local officials to ensure completion of the project, from design through construction

Other Local Cooperation Practices:

- Working with the state's local associations (Wisconsin Counties Association, Wisconsin County Highway Association, League of Wisconsin Municipalities and Wisconsin Towns Association) on major policy issues, funding formulas and related topics for federal and state funded local improvement and assistance programs
- Involving local officials in the project development process
- Working with the regional planning commissions (RPCs), cities and counties to stay informed on local issues
- Responding to requests by local governments to attend various meetings
- Participating in quarterly safety commission meetings
- Holding meetings with county highway commissioners to discuss topics such as programming and schedules for state trunk highway improvement and maintenance projects

- Holding meetings on corridor planning projects, access management issues, or major highway development issues that ultimately could impact program delivery
- Cooperating with local officials during the enumeration and scheduling of projects ahead of letting
- Partnering with, educating and training county highway commissioners and other local officials with regard to state funded Local Roads Improvement Program guidelines, policies, applications and other key information
- Working cooperatively with DTSD Regions, FHWA, local municipalities, and local associations to facilitate, review, and update state and local systems that affect improvement and maintenance project scheduling, programing, and funding of roadways:<http://wisconsin.dot.gov/Pages/projects/data-plan/plan-res/default.aspx>
- Cooperating with local officials with regard to state funded Transportation Economic Assistance (TEA) projects during initial application and construction
- Coordinating access management and local road connection issues with various municipalities; this includes direct contact or attendance at public meetings
- Keep Wisconsin Moving initiative conducted by Wisconsin Commission on Transportation Finance and Policy; meetings were open to the public

Local Program Advisory Forum:

The forum was created with the stated goals of clarifying federal aid requirements and improving and streamlining project delivery processes, this group is comprised of local government representatives, the Wisconsin Transportation Builders Association (WTBA), the Wisconsin Chapter of the American Consulting Engineers Association (ACEC) and Wisconsin's FHWA Office. The group is chaired by the Division of Transportation System Development, and meets bi-monthly.

Peer Review Committee Meetings:

This group was created to ensure statewide consistency in application of WisDOT policies, guidelines, processes and standards for local improvement programs. The Review Committee develops and supports common approaches to assist local officials for informed decision-making on the local roads, bridges and multi-modal (bike and pedestrian) networks throughout Wisconsin. Committee members include Section Chiefs from the Division of Transportation System Development (DTSD) and Division of Transportation Investment Management (DTIM) along with FHWA representatives and local road staff from the Bureau of Transit, Local Roads, Rails and Harbors (BTLRH).

Local Cooperation Process for Select WisDOT Programs and Plans

The following section briefly lays out the steps in the local cooperation processes for some of WisDOT's programs and statewide transportation plans.

State Transportation Improvement Program (STIP):

WisDOT's public involvement activities for the STIP are extensive. Opportunities for the public to comment on local projects and programs before they become part of the final STIP are promoted and maximized. Public outreach for the STIP contains the following major components:

1. Publication of official public notice of the statewide 30-day public comment period
2. Host state highway system program local Public Involvement Meetings (PIM) for the Six-Year Highway Improvement Program including:
 - Meetings with local officials and the public in their communities, to obtain project requests, understand local needs, and address local concerns
 - Meetings to inform the public of the proposed Six-Year Highway Improvement Program and the range of modal alternatives that were explored in its formation, and to receive comments on its projects
 - Each WisDOT Region conducts ongoing and continuous outreach to non-metropolitan official on the projects, programs and a range of modal alternatives
3. Conduct small urban center and rural transit program and project PIMs
4. Facilitate local project PIMs

WisDOT notifies stakeholders, the general public, county highway officials, tribal leaders, MPOs and RPCs that the draft STIP is available on our web site. They are notified of the 30-day public comment period for incorporation in the final STIP. This outreach is conducted on an annual basis.

Transit Programs:

There are many opportunities for public involvement in transit projects. WisDOT notifies potential applicants of eligibility and funding availability through a variety of means:

- Posting notifications of transit funding opportunities for various state and federally funded transit programs on our website at <http://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/transit/default.aspx>.
- Participating in regional or statewide local association conferences or conventions to provide information on various state and federal funding opportunities available at the local level.
- Examples of Conferences and Meetings:
 - Participated in meetings/conferences include: YMCA, We are HOPE, American Planning Association-Wisconsin (APA)-Partnering for Healthy Communities conference, etc.
 - Participated in Wisconsin Association of Mobility Managers (WAMM) annual meeting and ad hoc meetings related to FTA compliance issues such as Transportation Coordination, Title VI, transit funding opportunities, etc.

- Participated in Wisconsin Urban and Rural Transit Association (WURTA) annual conference
- Conducting individual meetings with potential applicants to discuss the availability of state and federal funding, and the application process; and offering technical assistance.

Numerous opportunities are available at the local level for the public to participate in the review, prioritization, and selection of transit projects:

- Local communities are required to hold public hearings when a federally funded transit capital project affects significant economic, social or environmental interests and sub recipients must consider the economic, social and environmental effects of the project.
- Local communities receiving state operating assistance must offer opportunities for public hearings if new services or major service changes (e.g., fare increases, substantive service hour changes or service area changes) are planned.
- Public participation is required, and especially encouraged, from target populations, including individuals with disabilities, older adults and people with low incomes in the development of a locally developed, coordinated public transit - human services transportation plan.

Local Roads Improvement Program (LRIP):

The Local Roads Improvement Program (LRIP) is a state-funded entitlement and discretionary program provided by WisDOT to aid local units of government with improvements to their existing local roads. The program is managed by WisDOT's central office with assistance from Wisconsin's 72 highway commissioners. It includes the following six programs:

- County Highway Improvement Program (CHI)
- Town Road Improvement Program (TRI)
- Municipal Street Improvement Program for Cities and Villages with a Population of Less Than 20,000 (MSILT) Municipal Street Improvement Program for Cities and Villages with a Population of 20,000 or More (MSIGT)
- County Highway Improvement Discretionary Program (CHID) for high-cost county projects
- Town Road Improvement Discretionary Program (TRID) for high-cost town projects
- Municipal Street Discretionary Improvement Program (MSID) for high-cost municipal projects

In general, the steps in the local consultation process include:

1. Working with local association leadership on understanding program policies and elements
2. Notifying local jurisdictions of program eligibility and funding availability. This is provided by WisDOT's central office and coordinated statewide with the county highway commissioners
3. Local review, prioritization and selection of projects
4. Selecting projects by groups represented by:
 - Town road committees and municipal street committees for municipalities with

populations less than 20,000 (TRI and MSILT). Counties and municipalities with populations over 20,000 select their own projects (CHI and MSIGT)

- Statewide committee consisting of six Wisconsin Towns Association district directors and six members at large (TRID)
- Statewide advisory committee consisting of members of the League of Wisconsin Municipalities (MSID)
- Committees established in the eight Wisconsin County Highway Association Districts (that roll up into WisDOT's five transportation regions) made up of all county highway commissioners within the district (CHID)

The discretionary programs each have distinct regional and statewide processes for project review, selection and recommendation for approval. Eligibility is based on community type.

The Local Transportation Programs and Finance Section of WisDOT's Bureau of Transit, Local Roads, Railroads and Harbors manages all local highway, bridge and multi-modal programs other than Scenic Byways, Highway Safety Improvement Program (HSIP) and state-funded TEA.

Modal and Multimodal Long-range Transportation Plan Development:

WisDOT has been actively engaged in long range system planning for many years. The Department published the state's multimodal transportation plan, *Connections 2030, in 2009*. Previous efforts included the publication of modal plans including the *Wisconsin Rail Plan 2030, Wisconsin State Airport System Plan 2030, State Highway Plan 2020, the Wisconsin Bicycle Transportation Plan 2020 and the State Pedestrian Policy Plan 2020*. Currently, the Department is developing the *Wisconsin State Freight Plan* and update to the *Wisconsin State Highway Plan*. Throughout the development of these plans, WisDOT is working with local jurisdictions to ensure that their input is sought and included in the plan development process. In brief, the steps in the planning process included:

- Extensive public outreach, including informational meetings and presentations to groups such as:
 - Chambers of Commerce
 - Towns associations
 - MPOs and RPCs
 - Environmental advocacy groups
 - Local governments
 - Tribal governments
 - General public
- Development of the draft plan
- Draft plan outreach meetings throughout state
- Development of final plan, incorporation of comments as appropriate
- Public hearing on final plan, incorporation of comments as appropriate
- Adoption by WisDOT Secretary

Review of WisDOT Local Cooperation and Consultation Process Documentation

Similar to the 2011 effort, this document will be distributed to numerous associations, agencies, commissions and organizations throughout the state. Revisions will be made based on comments received. The list of organizations includes:

- Internal WisDOT management and staff
- WisDOT regions
- Wisconsin Towns Association
- Wisconsin Counties Association
- Wisconsin County Highway Association
- League of Wisconsin Municipalities
- MPOs and RPCs serving affected areas of the state
- Wisconsin tribal governments

Future Evaluation Process

WisDOT will continue to review and improve processes for cooperation with local officials and tribal governments. This effort is not intended to be a one-time occurrence. The Department is committed to continue working to improve and update its process to achieve its goal of ensuring that all local entities in areas not served by MPOs have sufficient input in the transportation planning process. To make sure the local cooperation processes remains current and effective, WisDOT will:

- Periodically request comments on the process from towns and counties associations, municipal leagues, MPOs, RPCs, and local and tribal governments
- Internally assess the success of various tools and techniques used to acquire input. Assessments may address the level of input, the type of input received and/or the role the input had in the process
- Continue to monitor best practice activities developed in Wisconsin and around the country.
- WisDOT will implement best practices that are applicable and relevant for our activities
- Review and solicit comments for at least 60 days at least once every five years
- Apply the process to both statewide planning and the STIP, and integrate questions about the cooperation and consultation processes into our current outreach efforts with transportation stakeholders, community groups, tribal governments and the general public in order to periodically reevaluate the process

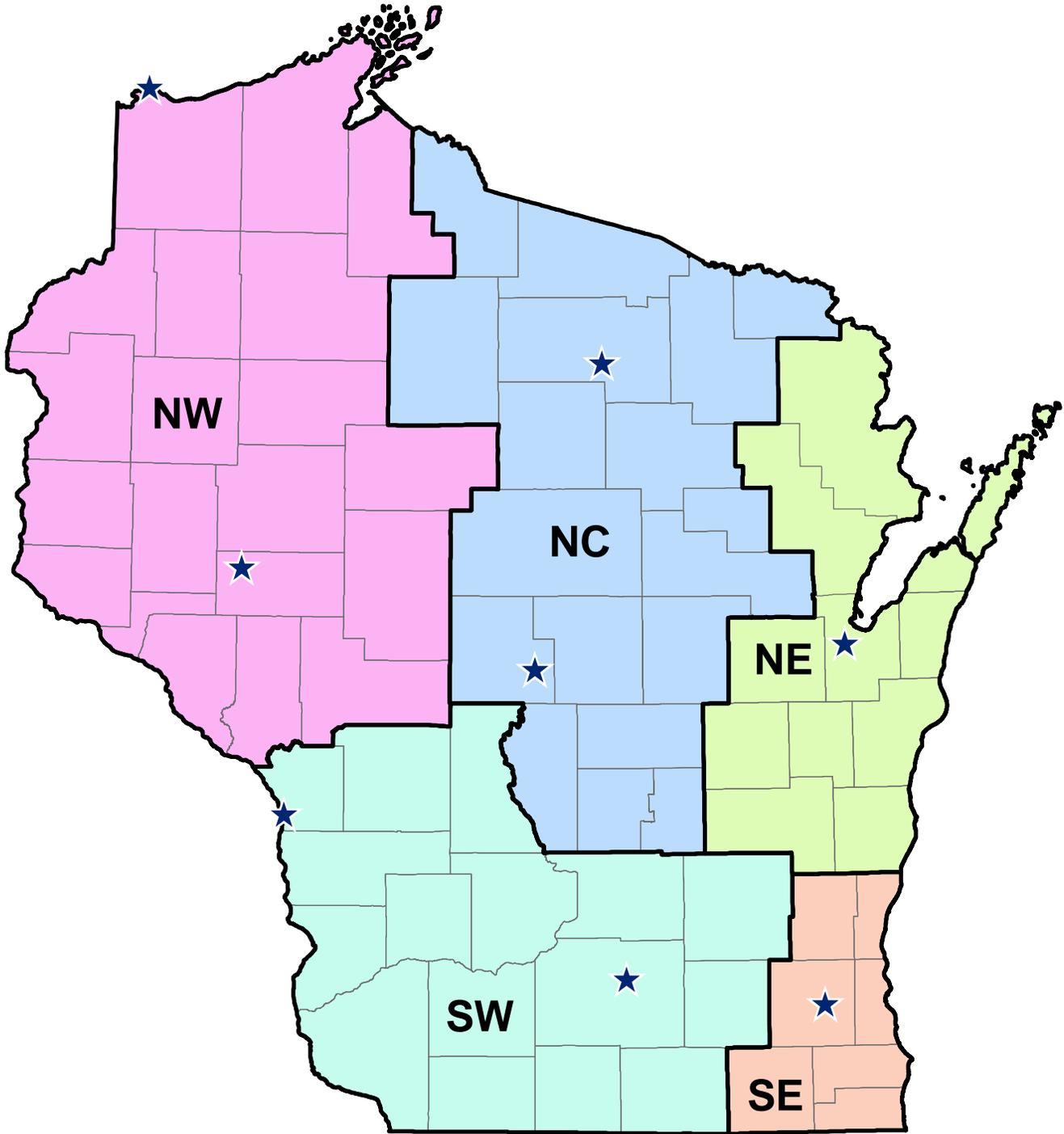
Summary

This report documents the Department's processes for cooperation and consultation with local officials and tribal governments in non-metropolitan areas and meets the requirements of the FHWA rule. WisDOT's practices have been very successful over the years, and will remain in place. As mentioned, WisDOT will continually monitor its local cooperation and consultation activities to ensure that the processes remain current and successful.



Appendix B: WisDOT Region Map

WisDOT Region Map



Northwest Region

Ashland, Barron, Bayfield, Buffalo, Burnett, Chippewa, Clark, Douglas, Dunn, Eau Claire, Jackson, Pepin, Pierce, Polk, Rusk, Sawyer, St.Croix, Taylor, Trempealeau and Washburn counties

Eau Claire office

718 W. Clairemont Avenue
Eau Claire, WI 54701-5108

Superior office

1701 N. 4th Street
Superior, WI 54880

Southwest Region

Columbia, Crawford, Dane, Dodge, Grant, Green, Iowa, Jefferson, Juneau, La Crosse, Lafayette, Monroe, Richland, Rock, Sauk and Vernon counties

La Crosse office

3550 Mormon Coulee Road
La Crosse, WI 54601

Madison office

2101 Wright Street
Madison, WI 53704-2583

North Central Region

Adams, Florence, Forest, Green Lake, Iron, Langlade, Lincoln, Marathon, Marquette, Menominee, Oneida, Portage, Price, Shawano, Vilas, Waupaca, Waushara and Wood counties

Rhineland office

510 N. Hanson Lake Road
Rhineland, WI 54501

Wisconsin Rapids office

1681 Second Avenue South
Wisconsin Rapids, WI 54495

Northeast Region

Brown, Calumet, Door, Fond du Lac, Kewaunee, Manitowoc, Marinette, Oconto, Outagamie, Sheboygan and Winnebago counties

Green Bay office

944 Vanderperren Way
Green Bay, WI 54304-5344

Southeast Region

Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington and Waukesha counties

Waukesha office

141 NW Barstow Street
P.O. Box 798
Waukesha, WI 53187-0798