

# APPENDIX B: Summary of Consultation and Plan Comparison Activities

The 2005 federal Safe, Accountable, Flexible, Efficient Transportation Equity Act – A Legacy for Users (SAFETEA-LU) required states to develop their long-range statewide transportation plans in consultation with state, tribal and local agencies responsible for land use management, natural resources, environmental protection, conservation and historic preservation. The consultation process includes a comparison of the draft plan to state and tribal conservation plans or maps, if available, and to inventories of natural and historic resources, if available.

In addition, SAFETEA-LU requires states to include a discussion of potential environmental mitigation activities and potential areas in which to carry out these activities in their long-range statewide transportation plans. The discussion must be developed in consultation with federal, state and tribal land management, wildlife and regulatory agencies, and may focus on policies, programs or strategies, rather than projects.

This chapter provides a summary of the consultation activities WisDOT undertook with environmental resource agencies and tribes in the development of *Connections 2030*.

## Environmental resource agency consultation

WisDOT held three consultation meetings with environmental resource agencies to request input and dialogue on the proposed *Connections 2030* draft plan prior to public release. Invited agencies were:

- » Wisconsin Department of Natural Resources
- » Wisconsin Historical Society
- » Wisconsin Department of Agriculture, Trade and Consumer Protection

- » Wisconsin Department of Administration
- » U.S. Environmental Protection Agency
- » U.S. Fish and Wildlife Service
- » U.S. Department of Agriculture
- » U.S. Forest Service
- » National Park Service
- » U.S. Army Corps of Engineers
- » Federal Highway Administration
- » Federal Transit Administration
- » Federal Aviation Administration
- » Federal Railroad Administration
- » U.S. Coast Guard, Ninth and Eighth Districts

At the meetings, the draft plan was reviewed, and potential environmental mitigation strategies were discussed. Meeting notes, which include discussions of potential mitigation measures, are available at [www.wiconnections2030.gov](http://www.wiconnections2030.gov). WisDOT incorporated many of the comments received during the consultation process into the draft plan. A matrix detailing the comments received and WisDOT's response are also available at [www.wiconnections2030.gov](http://www.wiconnections2030.gov).

In addition to the consultation meetings, WisDOT compared the draft plan to available resource agency plans and databases.

## Forest Service

The U.S. Department of Agriculture (USDA) Forest Service manages public lands in national forests and grasslands. The Forest Service mission is to “sustain



the health, diversity, and productivity of the nation's forests and grasslands to meet the needs of present and future generations." The *USDA Forest Service Strategic Plan FY 2007-2012* presents seven goals:

- » Restore, sustain, and enhance the nation's forests and grasslands
- » Provide and sustain benefits to the American people
- » Conserve open space
- » Sustain and enhance outdoor recreation opportunities
- » Maintain basic management capabilities of the Forest Service
- » Engage urban America with Forest Service programs
- » Provide science-based applications and tools for sustainable natural resources management

Several draft plan policies support these seven goals. For example, the Forest Service goal to sustain and enhance outdoor recreation activities is directly supported by the draft plan recommendations, as transportation is required to connect people with Forest Service lands. From an economic standpoint, the draft plan contains a number of policies that foster economic growth, including the movement of freight and the promotion of tourism. These policies are consistent with the Forest Service goal of providing and sustaining benefits of the American people as safe, reliable, and efficient transportation is essential to connect Forest Service products and services with markets and provide outdoor recreation opportunities. Similarly, the draft plan's commitment to community sensitive design, including using flexible design standards, minimizing construction impacts, and reducing barrier effects of transportation projects also support Forest Service goals.

### Natural Resource Conservation Service

The mission of the U.S. Department of Agriculture's Natural Resource Conservation Service is "helping people help the land." In order to realize this mission,

the Conservation Service provides products and services that allow people to be good stewards of non-federal lands. The *Productive Lands, Healthy Environment, Strategic Plan 2005-2010* includes six goals focused on healthy landscapes:

- » High-quality, productive soils
- » Clean and abundant water
- » Healthy plant and animal communities
- » Clean air
- » An adequate energy supply
- » Working farm and ranch lands

The Conservation Service administers a number of programs in Wisconsin that help sustain agricultural productivity and enhance environmental quality. The Wetland Reserve and the Farm and Ranchland Protection programs involve easements that control land use. The Wetland Reserve Program allows landowners the opportunity to protect, restore and enhance wetlands on their property, while the Farm and Ranchland Protection Program is intended to keep farm and ranchlands in productive agricultural uses.

The draft plan policies support some of the Natural Resource Conservation Service goals. For example, both plans share a common focus on improving air quality and supporting alternative energy sources.

### National Park Service

The National Park Service maintains nearly 400 natural, cultural and recreational sites across the nation. Additionally, the National Park Service helps communities preserve and enhance historic places, recreational opportunities, rivers, streams, trails and greenways. *The Future of America's National Parks* includes five goals to guide the National Park Service for the next nine years:

- » Lead America in preserving and restoring treasured resources

- » Achieve management and partnership excellence to match the magnificence of the treasures entrusted to its care
- » Offer superior recreational experiences where visitors explore and enjoy nature and the great outdoors, culture and history
- » Demonstrate environmental leadership to the nation
- » Foster exceptional learning opportunities connecting people to parks, especially children and seniors

In Wisconsin, the National Park Service maintains the Apostle Islands National Lakeshore, the Ice Age National Trail, the North Country National Trail and the Saint Croix National Scenic River, each of which has its own management plan or guidance. In addition, the National Park Service maintains 18 national natural landmarks in Wisconsin. These areas are considered outstanding examples of the nation's biological and geological history in both public and private ownership.

The National Park Service also maintains 39 National Historic Landmarks in Wisconsin. These landmarks are significant historic places due to their intrinsic exceptional value or quality associated with interpreting the heritage of the United States. There are also 31 light stations and lighthouses, and over 2,000 places in Wisconsin listed on the National Register of Historic Places.

The draft plan supports several of the National Park Service goals. For example, the draft plan supports tourism and promotes safe and efficient transportation systems. These policies directly support the National Park Service's emphasis on recreational opportunities.

## U.S. Fish and Wildlife Service

The mission of the U.S. Fish and Wildlife Service, a bureau within the U.S. Department of the Interior, is "to work with others to conserve, protect and enhance fish, wildlife and plants and their habitats for the continuing benefit of the American people."

The U.S. Fish and Wildlife Service administers nine National Wildlife Refuges and two Wetland Management Districts in Wisconsin. The U.S. Fish and Wildlife Service develops individual plans for each refuge and district to identify goals, objectives and strategies to guide management of the area.

The draft plan includes policies that support the U.S. Fish and Wildlife Service mission. For example, draft plan actions to minimize the spread of invasive species and preserve protected resources offer opportunities to support Fish and Wildlife Service goals.

However, the draft plan also includes several actions that have the potential to conflict with the U.S. Fish and Wildlife Service mission. These potential conflicts arise from the different missions of the two agencies. Early coordination could reveal opportunities for WisDOT to support U.S. Fish and Wildlife Service goals as the draft plan is implemented.

## U.S. Army Corps of Engineers

The U.S. Army Corps of Engineers has three program goals that guide district and division policies as they conduct regulatory business:

- » Provide strong protection of the nation's aquatic environment, including wetlands
- » Enhance the efficiency of the Corps administration of its regulatory program
- » Ensure that the Corps provides the regulated public with fair and reasonable decisions

The primary influence of the Corps' goals on the draft plan is related to water quality and wetland protection; future transportation improvements would invariably impact some water resources and wetlands. However, the draft plan policies emphasizing preservation of natural resources; avoiding, minimizing and mitigating negative environmental impacts, and WisDOT's continued adherence to 'no net loss' wetland strategies would directly support this Corps goal of protecting wetlands.



## U.S. Coast Guard

The U.S. Coast Guard has jurisdiction over bridges that cross navigable waters of the United States as related to location, clearance of bridges, bridge permits, construction activities, and navigation lights and signals at bridges. In addition, the U.S. Coast Guard issues regulations governing the operation of drawbridges. As stated in the Bridge Permit Application Guide, the U.S. Coast Guard's policy is to ensure that "efforts are made to improve the relationship between man and his environment and preserve the natural beauty of the countryside, coastal areas, and natural and cultural resources." The guide also notes that U.S. Coast Guard recommendations and decisions are "based on providing for the reasonable needs of navigation and consideration of these social, economic, and environmental goals."

The draft plan supports U.S. Coast Guard policy by balancing transportation needs with social, economic and environmental goals.

## U.S. Department of Transportation

The U.S. Department of Transportation's *Department of Transportation Strategic Plan: New Ideas for a Nation on the Move, Fiscal Years 2006-2011* addresses goals of all U.S. Department of Transportation agencies, including the Federal Railroad Administration, the Federal Highway Administration, the Federal Transit Administration and the Federal Aviation Administration. The strategic plan consists of six goals:

- » Safety
- » Reduced congestion
- » Global connectivity
- » Environmental stewardship
- » Security, preparedness and response
- » Organizational excellence

The draft plan supports the goals of the U.S. Department of Transportation.

## U.S. Environmental Protection Agency

The U.S. Environmental Protection Agency's mission is to protect human health and the environment, as reflected in the U.S. Environmental Protection Agency's *2006-2011 Strategic Plan*. The plan consists of five goals designed to protect and restore the nation's air, water, and land:

- » Clean air and global climate change
- » Clean and safe water
- » Land preservation and restoration
- » Healthy communities and ecosystems
- » Compliance and environmental stewardship

The policies listed in Chapter 10, *Preserve Wisconsin's Quality of Life* directly support the goals listed above. These policies deal with WisDOT efforts to continue a comprehensive approach to integrating transportation and the environment, to emphasize air quality and the preservation of protected resources, to incorporate environmental justice, to continue community sensitive design efforts, and to preserve and enhance a positive land use/transportation relationship. Additional draft plan policies also support these goals (such as the increased support of multimodal transportation options).

## Wisconsin Department of Natural Resources

The Wisconsin Department of Natural Resources (DNR) is charged with protecting and enhancing Wisconsin's natural resources, protecting public health and safety, and providing a full range of outdoor recreation opportunities. The *Department-wide Strategic Plan* identified four goals that reflect the Wisconsin DNR's approach to carrying out its mission:

- » Making people our strength
- » Sustaining ecosystems
- » Protecting public health and safety
- » Providing outdoor recreation

In addition to reviewing the Wisconsin DNR’s strategic plan, WisDOT also considered individual Wisconsin DNR resource plans (Table B-1).

The individual Wisconsin DNR plans focus on different aspects of Wisconsin’s natural resources. However, in general, two themes consistently emerge from their goals:

- » Wisconsin DNR’s commitment to natural resource conservation and protection
- » Wisconsin DNR’s commitment to continuously improve and develop recreational activities

The draft plan contains a number of policies that support the Wisconsin DNR’s efforts to conserve and protect natural resources in Wisconsin. The policies listed in Chapter 10, *Preserve Wisconsin’s Quality of Life*, directly support the goals listed above. These policies deal with WisDOT’s efforts to continue a comprehensive approach to integrating transportation and the environment, emphasizing air quality and the preservation of protected resources, incorporating environmental justice, continuing community sensitive design efforts and preserving and enhancing a positive land use and transportation relationship. Additional draft plan policies also support these goals, such as the increased support of multimodal transportation options.

The draft plan also contains policies that may conflict with the Wisconsin DNR’s efforts to conserve and protect natural resources. For example, the “Optimize traffic movement on the state trunk highway system by utilizing tools to improve existing capacity and, where necessary, adding capacity” policy in Chapter 9, *Promote Transportation Efficiencies*, includes actions that add physical capacity to the system, such as passing lanes, new interchanges and expressway/freeway conversions.

The draft plan supports the Wisconsin DNR’s goals related to recreation. The draft plan’s goals of safe, efficient, and reliable transportation enable Wisconsin’s growing population to access recreational opportunities in the future. Coordination and identification of natural and recreational resources early in the project planning process offers opportunities for WisDOT to support Wisconsin DNR’s natural resource and recreation-based goals. Likewise, coordination early in the Wisconsin Department of Natural Resources’ project planning process also offers opportunities for WisDOT to support the Wisconsin DNR’s goals.

### Wisconsin Department of Agriculture, Trade, and Consumer Protection

The mission of the Wisconsin Department of Agriculture, Trade and Consumer Protection is to serve the citizens of Wisconsin by assuring:

**Table B-1: Wisconsin Department of Natural Resources resource plans**

Resource plan	Description
Land Legacy Report	• Contains descriptions of places in Wisconsin identified as most important for meeting Wisconsin’s conservation and recreation needs for the next 50 years
Wisconsin Wildlife Action Plan	• Details specific actions for keeping Wisconsin’s species off endangered and threatened species lists
Fish, Wildlife and Habitat Management Plan	• Identifies broad strategic goals and more specific goals and objectives for a multitude of ecosystems found across the state
State Comprehensive Outdoor Recreation Plan	• Classifies, measures and addresses the needs of Wisconsin’s recreating public
Wisconsin State Trails Strategic Plan	• Provides a vision of a statewide recreational network
Statewide Forestry Plan	• Identifies goals and objectives to protect and manage Wisconsin’s forest resources
State Facility Master Plans	• Identifies goals and objectives for individual state parks, trails and recreation areas, and southern forests
Endangered Resource Management Plan	• Identifies actions to manage and conserve specific endangered resources such as the Karner Blue Butterfly and Whooping Crane
Outstanding and Exceptional Water Resources	• Provides an inventory of outstanding and exceptional resource waters in Wisconsin
Wisconsin State Implementation Plan	• Details strategies and rules that allow the state to meet Clean Air Act requirements





- » The safety and quality of food
- » Fair business practices for the buyer and seller
- » Efficient use of agricultural resources in a quality environment
- » Consumer protection
- » Healthy animals and plants
- » The vitality of Wisconsin agriculture and commerce

The Department of Agriculture, Trade and Consumer Protection administers a diverse set of programs to address these goals. For the purpose of transportation planning, the department's most relevant goals and programs deal with agricultural needs and protection.

The draft plan notes that WisDOT will continue working with the Wisconsin Department of Agriculture, Trade and Consumer Protection to assess the potential impacts of transportation projects on agricultural lands. Additionally, WisDOT will consider the importance of agricultural land when making project-level decisions and will continue to focus on minimizing, to the extent possible, the negative impacts on agriculture.

The draft plan policies that focus on preserving local roads, and maintaining and improving the safety and efficiency of the transportation network, also support the Department of Agriculture, Trade and Consumer Protection's mission of assuring the vitality of the state's agriculture and commerce.

### **Wisconsin Department of Administration**

The Wisconsin Department of Administration administers Wisconsin's Comprehensive Grant program. To date, over 740 local governments have submitted comprehensive plans to the department. By 2010, the Department of Administration anticipates over 1,400 local governments will have submitted a comprehensive plan. This program promotes cooperation, collaboration

and dialogue among jurisdictions potentially impacted by local planning activities.

In addition, the Department of Administration administers Wisconsin's Coastal Management Program, which was established to preserve and improve access to Wisconsin's Great Lakes coasts. Even though the Coastal Management Program does not issue permits or purchase lands, it does provide funds to various state agencies to improve their management capabilities. This process allows the program to coordinate agency activities so that coastal management is implemented consistently across the state.

The draft plan's policy of preserving Wisconsin's quality of life specifically identifies the goal of preserving and enhancing communities. WisDOT's consideration of local comprehensive plans will encourage cooperative approaches to develop and implement solutions to complex land use issues. The draft plan also presents an opportunity for WisDOT to support Coastal Management Program goals, especially in light of the draft plan's provisions to increase assistance to ports and harbors.

### **Wisconsin Historical Society**

The Wisconsin Historical Society developed the *Wisconsin Historic Preservation Plan, 2006-2015*, which sets goals and objectives for historic preservation in Wisconsin. Based on the plan, the State Historic Preservation Office will continue its core work, as well as place additional emphasis on partnerships, training, public awareness, and the development of financial resources. The plan's main goals and objectives are:

- » Building a strong network of parties interested in historic preservation
- » Providing a strong educational structure for historic preservation
- » Making preservation a core value for Wisconsinites
- » Providing financial stability for preservation activities, ranging from the State Historic Preservation Office to property owners

- » Providing citizens and local governments with tools to preserve the states most threatened cultural resources

The draft plan directly supports Wisconsin Historical Society goals through several policies:

- » Preserve protected resources
- » Continue community sensitive design efforts

## Tribal consultation

WisDOT held one formal consultation meeting with tribes that have a historic interest in Wisconsin to request input and dialogue on the proposed *Connections 2030* draft plan prior to releasing it to the public for review. WisDOT also held follow-up discussions at WisDOT Tribal Task Force meetings. Invited tribes were:

- » Oneida Tribe of Indians of Wisconsin
- » Menominee Indian Tribe of Wisconsin
- » Stockbridge-Munsee Band of Mohican Indians
- » Sokaogon Chippewa Community
- » Forest County Potawatomi Community
- » Lac du Flambeau Band of Lake Superior Chippewa
- » Bad River Band of Lake Superior Chippewa
- » Red Cliff Band of Lake Superior Chippewa
- » Lac Courte Oreilles Band of Lake Superior Chippewa
- » St. Croix Chippewa Indians of Wisconsin
- » Ho-Chunk Nation
- » Sac & Fox Nation of Oklahoma
- » Iowa Tribe of Oklahoma

- » Prairie Band Potawatomi Nation

WisDOT also invited the U.S. Department of Interior's Bureau of Indian Affairs and the U.S. Department of Transportation's Federal Highway Administration to participate.

At the meetings, the draft plan was reviewed, and potential environmental mitigation strategies were discussed. Meeting notes, which include discussions of potential mitigation measures, are available at [www.wiconnections2030.gov](http://www.wiconnections2030.gov). WisDOT incorporated many of the comments received during the consultation process into the draft plan. A matrix detailing the comments received and WisDOT's response are also available at [www.wiconnections2030.gov](http://www.wiconnections2030.gov).

In addition to the consultation meeting, WisDOT compared the draft plan to available tribal plans and databases. The comparison was limited to tribal long-range transportation plans. In general, tribes are required to prepare long-range transportation plans to receive Bureau of Indian Affairs Indian Reservation Road funding. As a result, the tribal long-range transportation plans predominantly focused on Bureau of Indian Affairs roads. The plan comparison focused on either tribal activities that impacted a state trunk highway or tribal activities that may qualify for WisDOT program funding, such as transit programs and harbor assistance programs. The draft plan supports the transportation-related activities identified in the tribal transportation plans.

### Bad River Band of Lake Superior Chippewa Indians

The Bad River Band of Lake Superior Chippewa Indians adopted their *Long Range Tribal Transportation Plan* in 2006. The plan identified several transportation issues including:

- » Improved coordination among transportation providers
- » Continued maintenance and preservation of existing roads



- » Construction of new roads to meet development needs
- » Improved transportation safety

### Forest County Potawatomi Community

The Forest County Potawatomi adopted its *Long Range Transportation Plan* in 2008. The plan identified transportation needs and issues including:

- » Continued maintenance of existing roads
- » Transportation safety for non-motorized vehicles and pedestrians
- » New roads to meet development needs

### Ho-Chunk Nation

The Ho-Chunk Nation adopted its *Long Range Transportation Plan* in 2005. The plan's recommendations focused on:

- » Roads – maintaining existing roads and constructing new roads as needed
- » Trails – establishing new trail links, as well as sidewalks
- » Transit – considering whether to establish a transit system

### Lac Courte Oreilles Band of Lake Superior Chippewa Indians

The Lac Courte Oreilles Band of Lake Superior Chippewa Indians adopted its *2006 Transportation Plan* in 2006. The plan's goal is "to provide an efficient, safe and sustainable transportation network while preserving the culture of the Lac Courte Oreilles community." The plan identified three objectives to help achieve this goal:

1. Monitor maintenance and future road improvements
2. Improve transportation safety awareness within the communities

3. Create a system of support for walking, biking and other modes of transportation

### Lac du Flambeau Band of Lake Superior Chippewa Indians

The Lac du Flambeau Band of Lake Superior Chippewa Indians adopted its *Long-Range Transportation Plan* in 2007. The plan identifies 10 strategies that address:

- » Maintaining existing roads and constructing new roads, as needed, to meet the community's needs and improve transportation safety
- » Creating additional sidewalks in the downtown area
- » Starting the planning process to establish public transit service

### Menominee Indian Tribe of Wisconsin

The Menominee Indian Tribe of Wisconsin adopted their *Menominee Indian Reservation Long-Range Transportation Plan* in 2007. The plan identified several needs, such as:

- » Additional sidewalks and trails
- » Bicycle lanes
- » Continued maintenance of existing roads
- » New roads to accommodate future development
- » Continued coordination with other agencies responsible for transportation

### Oneida Tribe of Indians of Wisconsin

The Oneida Tribe of Indians of Wisconsin adopted their *Transportation Improvement Program* in 2003. The plan identified short- and long-term planning priorities including:

- » Improved public transit service, including coordinating and cooperating with other transit programs



- » Maintenance of existing roadways
- » Proposed routes to service housing, economic and community development
- » Updating and maintaining roadway information

### Red Cliff Band of Lake Superior Chippewa Indians

The Red Cliff Band of Lake Superior Chippewa Indians adopted their *Long Range Transportation Plan for the Red Cliff Reservation* in 2006. The plan identified several transportation needs including:

- » New roadways for planned housing developments; maintenance of existing roadways; and new and improved roadways for commercial and industrial developments
- » An expanded marina for recreation, tourism and commercial development
- » Safety improvements to separate motor vehicles from pedestrian and recreational vehicles such as ATVs and snowmobiles
- » Transit bus shelters and improved transit links to the airport and ferry

### St. Croix Chippewa Indians of Wisconsin

The St. Croix Chippewa Indians of Wisconsin adopted the *St. Croix Tribal Council 2007 Long Range Transportation Plan* in 2007. The plan's goal is "to provide an efficient, safe and sustainable transportation network for the St. Croix Chippewa Indians of Wisconsin while taking care to preserve tribal culture and causing little to no damage to the tribal natural resource base." The plan identified three objectives to achieve this goal:

1. Monitor maintenance and future reservation area roadways
2. Improve transportation safety awareness within the tribe and surrounding communities

3. Create a system of support for walking, biking and other modes of transportation for the St. Croix Chippewa Reservation

### Sokaogon Chippewa Community

The Sokaogon Chippewa Community adopted their *Long Range Transportation Plan* in 2007. The plan's goal is "to provide an efficient, safe and sustainable transportation network while preserving the culture of the Sokaogon Chippewa Community." The plan identified three objectives to achieve this goal:

1. Monitor maintenance and future road improvements
2. Improve transportation safety awareness within the communities
3. Create a system of support for walking, biking and other modes of transportation

### Stockbridge-Munsee Band of Mohican Indians

The Stockbridge-Munsee Band of Mohican Indians adopted their *2006 Tribal Long-Range Transportation Plan Update* in 2006. The plan identified three issues of concern:

- » System preservation
- » Efficient movement of people and goods
- » Improved highway safety

## References

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Wisconsin Department of Natural Resources, *Department-Wide Strategic Plan*, [www.dnr.state.wi.us/aboutdnr/plans/](http://www.dnr.state.wi.us/aboutdnr/plans/), last revised 12 July 2006.

Wisconsin Historical Society, Division of Historic Preservation – Public History, *Wisconsin Historic Preservation Plan*, 2006-2015.

### Additional data provided

- » Forest Service: Maps of existing Forest Service lands
- » Natural Resource Conservation Service
  - Maps of Wetland Reserve Program and Farm and Ranchland Protection programs
  - Prime and unique farmland soils
- » U.S. Fish and Wildlife Service: Maps of Fish and Wildlife Service properties