

# Stakeholder Involvement Plan

## Alton-Godfrey Transportation Study

Job No. P-98-011-11



Piasa Collaborative JV

An AMEC / Horner & Shifrin / BLA Joint Venture

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# **Alton-Godfrey Roadway Stakeholder Involvement Plan**

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# Alton-Godfrey Roadway Stakeholder Involvement Plan

## 1.0 Introduction

### 1.1 Purpose of the Plan

The purpose of this document is to provide a guide for implementing a public involvement plan for an Illinois Department of Transportation (IDOT) study to develop and evaluate alternatives that could improve transportation mobility and safety in the area, and address the issue of improved connectivity and continuity between IL Route 255 and the area around IL Route 3 (Homer Adams Parkway) and US Route 67 (MLK Boulevard). These alternatives may include new construction and potentially an interchange with IL Route 255. A “no-build” alternative will also be considered as part of the study process. The study area includes the City of Alton and the Village of Godfrey and is shown in Appendix A.

Public participation is an essential part of the project’s preliminary design process. IDOT defines Context Sensitive Solutions (CSS) as an interdisciplinary approach that seeks effective, multi-modal transportation solutions by working with stakeholders to develop, build, and maintain cost-effective transportation facilities which fit into and reflect the project’s surroundings (see Section 1.2.6 for more information on CSS). This Stakeholder Involvement Plan (SIP) will serve as the overall framework of the CSS process and will be revised as necessary throughout the course of the project.

This plan has been developed to outline a public involvement process that will meet IDOT guidelines for CSS and National Environmental Policy Act (NEPA) requirements. The goals and objectives of this Stakeholder Involvement Plan are as follows:

- Identify project stakeholders early in the process and provide opportunities for substantive input for the duration of the project. During the study it is expected that additional stakeholders may be identified.
- Determine the context of the project through a context audit and stakeholder input.
- Educate stakeholders on IDOT’s process and responsibilities.
- Educate stakeholders on the connectivity, continuity, and circulation issues in the Alton-Godfrey area that the project will seek to resolve with their input.
- Solicit input from stakeholders regarding project constraints, opportunities and community values.
- Communicate technical information in a manner easily understood by the public.
- Develop reasonable alternative solutions to the identified issues.
- Incorporate the public’s comments and suggestions to develop a preferred alternative that meets the project’s needs.
- Using feedback and suggestions from the Community Advisory Group (CAG), the Project Study Group (PSG) will identify a preferred alternative that solves the project’s issues. (The PSG is the decision making group.)
- Present the preferred alternative to stakeholders and the public for their concurrence, in a transparent and respectful way that shows IDOT listened to and considered all input.
- Coordinate with interested local agencies.

### **1.1.1 What Transportation Decisions are to be made?**

A number of transportation decisions will be made throughout the Phase I process. A Project Study Group (PSG) will be formed for this project. The PSG will be a multi-disciplinary team composed of key technical personnel responsible for completing the project. The PSG will oversee the progress of the project to ensure that all applicable requirements and policies are followed, and that CSS activities are implemented as outlined in the SIP. Given the duration of the project, it is expected that PSG members may change as the project evolves. PSG objectives are as follows:

- Ensure that the project is proceeding in accordance with the project schedule
- Provide technical input in the development of alternatives and a preferred alternative
- Address other project-related issues and problems as they arise

Based on the initial project scope and its apparent context components, the individuals listed in Appendix B at the end of this report have been identified as PSG members.

### **1.1.2 What Is the Desired Level of Involvement / Influence?**

Time and resources limit the level of involvement to be developed by this plan. A comprehensive effort will be made to reach out to the public at the beginning of the project. The goal is to generate as much interest as possible in the public involvement process and to gain input from the stakeholders for consideration when selecting the preferred alternative.

Stakeholders for this project may include, but are not limited to the following:

- Elected officials
- Government and Planning agencies
- Madison County Transit and related users of the local roadway system
- Residents and business owners within the project limits
- Hospitals, schools, and churches within the project limits
- Residents of the City of Alton and Village of Godfrey outside of the study area
- Advocates for community, historic, and environmental interests
- Lewis and Clark Community College
- Major businesses and employers
- Commuters and travelers who use the surrounding roadway facilities

A Feasibility Study was conducted in 2011 to determine if the opening of IL Route 255 would result in problems in traffic flow (i.e. traffic increases) on the adjacent local road system, but it was not a NEPA document. With this in mind, a preliminary list of stakeholders was developed and is shown in Appendix C of this report. This list is comprised of known public officials, organizations, agencies, and other stakeholders in the study area. Additional stakeholders will be identified and added to the list as they become known during the study, through public information meetings, context audits, and PSG discussion.

Stakeholder involvement is critical to the CSS process which strives to achieve the following:

- Involve stakeholders in the decision making early on and continuously
- Address stakeholders key issues and concerns
- Address all modes of transportation
- Use appropriate disciplines for planning and design

- Apply flexibility in the design to address stakeholders' concerns

The goal is to reach as many of the stakeholders as possible, solicit their input on alternatives that address the purpose and need and provide an appropriate solution for the project. In addition to soliciting the stakeholder input, this plan will address how to communicate the decision-making project development.

## 1.2 Legal Requirements

The process for this project will meet State and Federal requirements meant to integrate environmental values and public interaction into transportation improvements. Per Federal Highway Administration (FHWA) guidance, this project will adhere to the requirements set forth in the National Environmental Policy Act (NEPA), 23 United States Code of Federal Regulations (U.S.C.) Section 139, and Context Sensitive Solutions (CSS).

The FHWA, and the Illinois Department of Transportation (IDOT) acting as joint lead agencies on this project, developed this SIP to meet the requirements of CSS and to address the Coordination Plan requirements of 23 USC 139(g) within the context of the NEPA process.

### 1.2.1 National Environmental Policy Act

Although the exact nature of this project is not yet known (upgrade of an existing roadway or building a new roadway) the FHWA and IDOT are moving forward to complete an Environmental Impact Statement (EIS) for this project in order to satisfy NEPA requirements. The NEPA process requires federal agencies to integrate environmental values into their decision making processes by considering the environmental impacts of their proposed actions and reasonable alternatives to these actions. The FHWA is the federal agency responsible for final approval of the environmental document. This study and the supporting environmental documents will be governed by NEPA and state regulatory requirements. NEPA encourages coordination with the public and resource agencies throughout the project development process.

### 1.2.2 NEPA/404 Merger Process

Since the mid-1990's, Illinois has had a Statewide Implementation Agreement (SIA) in place that provides for concurrent NEPA and Section 404 (Clean Water Act) processes on Federal-aid highway projects in Illinois. The purpose of the SIA is to ensure appropriate consideration of the concerns of the signatory agencies as early as practical in highway project development. The signatory agencies are the U.S. Army Corps of Engineers (USACE), the U.S. Environmental Protection Agency (USEPA), and the U.S. Fish and Wildlife Service (USFWS) and the U.S. Coast Guard (USCG). The intent is also to involve the Illinois Environmental Protection Agency (IEPA), the Illinois Department of Agriculture (IDOA), and the Illinois Department of Natural Resources (IDNR) at key decision points early in project development to minimize the potential for unforeseen issues arising during the NEPA or Section 404 permitting processes.

All federally funded highway projects that require an EIS, or an Environmental Assessment (EA), and an individual permit from the USACE under Section 404 of the Clean Water Act are processed under the NEPA/404 SIA. The process requires signatory agency concurrence at three key decision points in the NEPA process:

- 1) Project Purpose and Need

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- 2) Alternatives to be carried forward
- 3) Preferred alternative

FHWA and IDOT will seek signatory agency input and concurrence at these key decision points in conjunction with public and agency involvement through the CSS process, at regularly scheduled formal concurrent NEPA/404 meetings.

### **1.2.3 Clean Water Act**

The Clean Water Act (33 USC §§1251-1387) was enacted to maintain and restore the chemical, physical, and biological integrity of the waters of the U.S. Section 404 of the Clean Water Act states that it is unlawful to discharge dredged or fill material into waters of the U.S. without first receiving authorization from the USACE.

As discussed previously, EIS and EA projects that require an individual permit under Section 404 of the Clean Water Act are processed using the NEPA/404 SIA. Both the NEPA and Section 404 processes involve the evaluation of alternatives, the assessment of impacts to resources, and the balancing of resource impacts and project need. Merging the NEPA and Section 404 permit processes expedites project decision making and avoids a duplication of work effort.

The PSG will provide early and continuing opportunities for public involvement during the identification of water resources, and during the decision-making process relating to proposed water resource impacts as regulated under Section 404.

### **1.2.4 23 United States Code of Federal Regulations Section 139**

Section 139 of the U.S. Code defines environmental review process as the project development process followed when preparing a document required under NEPA, and any other applicable federal law for environmental permit, approval, review or study required for the transportation project.

Section 139 requirements apply to all FHWA and FTA transportation projects processed as an EIS. This project will be subject to these requirements. 23 USC §139(g) requires the lead agencies for this project to develop a coordination plan to structure public and agency participation during the environmental review process. This Stakeholder Involvement Plan satisfies the requirements for a Coordination Plan.

The Moving Ahead for Progress in the 21st Century Act (MAP-21) was signed into law on July 6, 2012. MAP-21 reauthorized funding for surface transportation programs, including the federal-aid highway program. It contains provisions to accelerate the delivery of transportation projects. Section 1319(b) of MAP-21 provides that the lead agency shall, to the maximum extent practicable, combine the Final EIS and Record of Decision (ROD) unless (1) the Final EIS makes substantial changes to the proposed action that are relevant to environmental or safety concerns; or (2) there are significant new circumstances or information relevant to environmental concerns and that bear on the proposed action or the impacts of the proposed action.

The FHWA and Illinois DOT intend to implement this MAP-21 provision for the Alton-Godfrey Transportation Study and issue a Final EIS and ROD concurrently. MAP-21 includes provisions for other transportation policy such as project delivery, land acquisition, public private partnerships, streamlining of environmental reviews, and other topics relevant to the Alton-Godfrey Transportation Study.

## 1.2.5 National Historic Preservation Act

Section 106 of the National Historic Preservation Act (NHPA) requires federal agencies to take into account the effects of their undertakings on historic properties and to afford the Advisory Council on Historic Preservation (ACHP) a reasonable opportunity to comment on such undertakings. The Section 106 process seeks to accommodate historic preservation concerns with the needs of federal undertakings through consultation among the agency official and other parties with an interest in the effects of the undertaking on historical properties, commencing at the early stages of project planning. The goal of consultation is to identify historic properties potentially affected by the undertaking, assess its effects and seek ways to avoid, minimize or mitigate any adverse effects on historic properties. This project is considered a federal undertaking by FHWA because federal funding will be sought for its construction. This document describes coordination activities that will occur during the project development process to satisfy the Section 106 requirements.

## 1.2.6 Context Sensitive Solutions (CSS)

This project is being developed using the principles of CSS per IDOT Context Sensitive Solutions Policy and Procedural Memorandum 48-06:

*“CSS is an interdisciplinary approach that seeks effective, multi-modal transportation solutions by working with stakeholders to develop, build and maintain cost-effective transportation facilities which fit into and reflect the project’s surroundings – its “context”. Through frequent communication with stakeholders, and a flexible approach to design, the resulting projects should improve safety and mobility for the traveling public, while seeking to preserve and enhance the scenic, economic, historic, and natural qualities of the settings through which they pass.”*

The CSS approach will provide stakeholders with the tools and information required to effectively participate in the study process including providing an understanding of the NEPA process, transportation planning guidelines, design guidelines, and the relationship between transportation issues (needs), and project alternatives. In other words, using the CSS process should provide all project stakeholders a mechanism to share comments or concerns about transportation objectives and project alternatives, in addition to improving the ability of the project team to understand and address concerns raised. This integrated approach to problem solving and decision-making will help build community consensus and promote involvement through the study process. As identified in IDOT’s CSS policies, stakeholder involvement is critical to project success. The CSS process strives to achieve the following:

- Understand stakeholder’s key issues and concerns.
- Involve stakeholders in the decision-making process early and often.
- Establish an understanding of the stakeholder’s role in the project.
- Address all modes of transportation.
- Set a project schedule.
- Apply flexibility in design to address stakeholder’s concerns whenever possible.

A Stakeholder Involvement Plan (SIP) is critical to the success of CSS principles on a project. This SIP was developed to meet the requirements of CSS and to address the coordination plan requirements of 23 USC §139(g) within the context of the NEPA process.

## 2.0 Status of the Development Process

This project, which provides value to the communities of Alton and Godfrey and the citizens of Illinois as a standalone project, is also an integral part of an overall regional improvement to provide continuity, enhance connectivity, and improve circulation between the U.S. Route 67 Corridor and Interstates 55, 70, 64, and 44 in the greater St. Louis area.

A Feasibility Study completed in mid-2011 developed several build alternatives, two of which were recommended for further study. However, the Feasibility Study is not a NEPA document. The Phase I study will produce the preliminary engineering documents designed around the principles and guidelines of IDOT's CSS process and NEPA requirements.

Following the Federal NEPA process of alternatives analyses, community involvement, and environmental responsibility, a Combined Design Report and Environmental Impact Statement (EIS) will be developed within the context of those local and regional benefits.

## 3.0 Agency and Public Participation

### 3.1 Joint Lead Agencies

The joint-lead agencies for this project are FHWA and IDOT. As joint lead agencies, they are responsible for managing the environmental review process and preparing the environmental document for the project.

Agency Name	Role	Other Project Roles	Responsibilities
Federal Highway Administration	Lead Federal Agency	<ul style="list-style-type: none"> <li>NEPA/404 Agency</li> <li>PSG</li> </ul>	<ul style="list-style-type: none"> <li>Manage Environmental Review Process</li> <li>Prepare EIS</li> <li>Provide opportunity for public and Participating/Cooperating Agency involvement</li> </ul>
Illinois Department of Transportation	Joint-Lead Agency	<ul style="list-style-type: none"> <li>NEPA/404 Agency</li> <li>PSG</li> </ul>	<ul style="list-style-type: none"> <li>Manage Environmental Review Process</li> <li>Prepare EA</li> <li>Provide opportunity for public and Participating/Cooperating Agency involvement</li> <li>Collect and prepare transportation and environmental data</li> <li>Manage CSS Process</li> </ul>

### 3.2 Cooperating Agencies

Per NEPA, a cooperating agency is any federal agency that has jurisdiction by law or special expertise with respect to any environmental impact involved in a proposed project. A state or local agency of similar qualifications or, when the effects are on lands of tribal interest, a Native American tribe may, by agreement with FHWA and IDOT, be a cooperating agency. Cooperating agencies are permitted to, by request of the lead agencies, assume responsibility for developing information and preparing environmental analyses for topics about which they have special expertise. Furthermore, they may adopt, without re-circulating, a lead agencies' NEPA document when, after an independent review of the document, they conclude that their comments and suggestions have been satisfied. A list of cooperating agencies and their roles and responsibilities can be found below.

Agency Name	Requested Role	Response	Other Roles	Responsibilities	Contact
U.S. Army Corps of Engineers	Cooperating Agency		NEPA/404 Signatory	Section 404 Permit jurisdiction; environmental reviews; wetlands;	

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Agency Name	Requested Role	Response	Other Roles	Responsibilities	Contact
				provide comments on Purpose and Need; alternatives; methodologies; and preferred alternative	
U.S. Environmental Protection Agency	Cooperating Agency	Accepted Oct. 16, 2012	NEPA/404 Signatory	Environmental reviews; provide comments on Purpose and Need; alternatives; methodologies; and preferred alternative	Kenneth Westlake, Chief, NEPA Implementation Section

### 3.3 Participating Agencies

A participating agency is any federal, state, tribal, regional, and local government agency that may have an interest in the project. By definition, all cooperating agencies listed in Section 3.2 will also be considered participating agencies. However, not all participating agencies will serve as cooperating agencies. A list of participating agencies and their roles and responsibilities can be found below.

Agency Name	Requested Role	Response	Other Roles	Responsibilities	Contact
U.S. Fish and Wildlife Service	Cooperating Agency	Oct. 23, 2012 Agreed to be participating agency.	NEPA/404 Signatory	Environmental reviews; provide comments on Purpose and Need; alternatives; methodologies; and preferred alternative	Matt Mangan – Fish and Wildlife Biologist
City of Alton	Participating Agency	Accepted	None		Tom Hoechst – Mayor
Illinois Dept. of Natural Resources (IDNR)	Participating Agency	Accepted	None		Steve Hamer – Transportation Review Program
IDNR - Nature Preserves Commission	Participating Agency	Accepted	None		Randy Heidorn – Acting Director
Illinois Historic Preservation Agency (IHPA)	Participating Agency	Accepted	None	Environmental review pursuant to Sec. 106 of the NHPA, as amended.	Anne Haaker – State Historic Preservation Officer
Illinois Dept. of Agric. – Bureau of Land and Water Resources	Participating Agency	Accepted			Terry Savko
Madison County	Participating Agency	Accepted	None		Alan Dunstan – Chairman
Village of Godfrey	Participating Agency	Accepted	None		Mike McCormick - Mayor
IDOT Division of Aeronautics	Participating Agency	Did not respond			Susan Shey - Director
IDNR – Division of Water Resources	Participating Agency	Did not respond			Arlan R. Juhl - Director
Illinois EPA	Participating Agency	Did not respond			John Kim - Director
Foster Township	Participating Agency	Did not respond			Patrick Maher – Highway Commissioner
Madison County Highway Department	Participating Agency	Did not respond			Mark Gvillo – Madison County Engineer

### 3.4 Section 106 Consulting Parties

The FHWA is responsible for involving consulting parties in findings and determination made during the section 106 process. The section 106 regulations identify the following parties as having consultative role in the process:

- a) State Historic Preservation Officer (SHPO)
- b) Indian Tribes
- c) Representatives of local governments
- d) Applicants for Federal assistance, permits, licenses and other approvals
- e) Individuals and organizations with a demonstrated interest in the undertaking

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The FHWA will work with IDOT and the SHPO to identify potential section 106 consulting parties. Individuals or organizations may request to become a consulting party for this project by contacting Anne Haaker at IHPA. Consulting parties may provide input on key decision points in the Section 106 process, including the project's Area of Potential Effect, determination of eligibility and finding of effect, and if applicable, consulting to avoid adverse effects to historic properties.

The FHWA and IDOT will utilize IDOT's public involvement procedures under NEPA to fulfill the Section 106 public involvement requirements.

## 4.0 Description of the Affected Community

This project affects the communities of Alton and Godfrey, Illinois. Alton and Godfrey are located in the northern portion of Madison County.

Residents, businesses, schools, churches, and other entities within the study area will potentially be affected. Due to the regional nature of the project, there are likely to be others outside of the immediate study area who may be affected as well.

### 4.1 Community Profile

The City of Alton is located 25 miles north of St. Louis, Missouri with a population of 27,865 (2010 Census). The City operates under a Mayor-Council form of government, which consists of a Mayor and one Alderman from each of the City's seven wards.

The Village of Godfrey is located approximately 35 miles north of St. Louis, Missouri with a population of 17,982 (2010 Census). The Village government consists of a Mayor and six Trustees.

### 4.2 Key Community Issues and Interests

Key community issues and interests have not yet been identified. Input will be solicited from stakeholders to identify the interests and issues. As the public involvement process begins, these will be identified and documented. Anticipated issues include, but are not limited to, the following:

- Traffic and congestion
- Right of Way impacts
- Business and residential impacts
- Safety
- Access and traffic circulation
- Environmental issues (air/noise/special wastes)
- Pedestrian / bicycle access
- Tree removal / replacement
- Historical buildings

The CSS approach will identify stakeholders, educate them on the process and their roles, identify the key issues, and address as many of those issues as possible in the proposed solution.

## 4.3 Identification of Special Sensitivities Related to Public Involvement

A key issue to the development of this project will be the possible impacts to residents, businesses, public facilities, and environmental resources. As the public involvement process starts, the specific impacts will be identified and documented.

## 5.0 Project Development Activities and Stakeholder Involvement

The intent of the public involvement requirements of NEPA, 23 U.S.C. §139, and CSS is to involve the stakeholders early and throughout the project development process. The following section details the steps that will be followed to develop the EIS and the opportunities for stakeholder involvement. As of September 2012, one Public Informational Meeting (PIM) was held on May 3, 2012. Additionally, two Community Advisory Group (CAG) meetings were held on August 8, 2012 and August 29, 2012.

### 5.1 Develop Draft SIP

The draft SIP sets the framework for how the joint lead agencies will develop the project and how the stakeholders and the public will interact with the joint lead agencies and provide input into the project. The draft SIP identifies the list of potential stakeholders in the project, potential cooperating and participating Agencies, which may change as the project advances and additional stakeholders are identified. The key coordination points, including which agency is responsible for activities during that coordination point are identified in Appendix D.

### 5.2 Project Initiation Letter

The joint lead agencies have submitted the Project Initiation Letter to prepare an EIS for this project.

### 5.3 Cooperating and Participating Agency Invitation Letters

FHWA sent invitations to federal agencies identified as potential cooperating or participating agencies, and any non-federal agency that is identified as a potential cooperating agency. IDOT sent invitation letters to all state and local agencies identified as potential participating agencies.

IDOT and FHWA sent the letters after FHWA and IDOT agreed to the draft SIP. The invitation letters included information sufficient for the agencies to determine if they have any jurisdiction or authority, special expertise or interest related to the project.

Federal agencies invited to participate were automatically treated as participating agencies unless they submitted in writing by hardcopy or email to FHWA or IDOT that they:

1. Have no jurisdiction or authority with respect to the project;
2. Have no expertise or information relevant to the project; and

3. Do not intend to submit comments on the project.

Non-Federal agencies were asked to respond to the invitation in writing by hardcopy or email within the specified timeframe (no more than 30 days) in order to be recognized as participating agencies. If FHWA and IDOT disagreed with an invited agency declining to participate, FHWA and IDOT attempted to resolve the disagreement through established dispute resolution procedures (see Section 10).

Agencies not initially invited to participate or that have declined an invitation to participate may become involved for several reasons listed below:

- An invited agency declines to participate, but the lead agencies think the invited agency has jurisdiction or authority over the project which will effect decision making
- An agency declines invitation, but new information indicates that the agency indeed has authority, jurisdiction, special expertise, or relevant project information
- An agency declines invitation and later wants to participate, then the agency should be invited to participate, but previous decisions will not be revisited; or,
- An agency was unintentionally left out and now wants to participate, the agency would be invited. FHWA and IDOT will determine whether previous decisions need to be revisited.

Any agency that declines to be a participating agency may still comment on a project through established public involvement opportunities.

It is the responsibility of participating agencies to provide timely input throughout the environmental review process. Failure of participating agencies to raise issues in a timely manner may result in these comments not receiving the same consideration as those received at the appropriate time. FHWA and IDOT will address late comments only when doing so will not substantially disrupt the process and established timelines. If a participating agency disagrees with the methodologies FHWA and IDOT propose, they must describe a preferred alternative methodology and explain why they prefer the alternative methodology.

## **5.4 Agency and Stakeholder Scoping**

Scoping is a formal coordination process required by the NEPA regulations that determines the scope of issues to be addressed, and identifies the significant issues related to the proposed action. Scoping can be done by letter, phone or formal meeting. Scoping will initiate the stakeholder involvement process and involve both affected agencies and interested public. The early coordination of the scoping process melds with the principles of CSS and provides an introduction of the project to stakeholders. Agency and public scoping will be conducted concurrently.

### **5.4.1 Agencies**

IDOT will conduct scoping activities with state and federal resource agencies as follows: the project was introduced to state and federal environmental resource agencies at the June 2012 NEPA/404 merger meeting and by correspondence thereafter.

IDOT, with input from FHWA, will be responsible for developing impact assessment methodologies to be utilized in the environmental analyses for the project. IDOT will assume primary responsibility for providing the methodologies to the cooperating and participating agencies for their review and comment. FHWA and IDOT will consider the input of the agencies in developing the methodologies; however, the environmental review process does not require agency consensus on the methods chosen.

FHWA and IDOT will determine the level of detail for the analysis. FHWA and IDOT intend this phase of the environmental review process to occur during scoping.

## 5.4.2 Stakeholders

The PSG will conduct scoping activities with the general public in the form of a Public Informational Meeting (PIM) held in the project study area. The purpose of the first PIM, held on May 3, 2012, was to introduce the project to public stakeholders, and gather any additional information on issues and concerns in the project study corridor.

The PSG has also solicited members for involvement in the CAG. As of October 2013, two CAG meetings have taken place: August 8, 2012 and August 29, 2012. The content of the first meeting reiterated the roles of the stakeholders in the process, discussed the ground rules of participation, provided a detailed description of the IDOT project development process, and explained potential environmental issues to be identified and addressed during the development of the project.

As of October 2013, the PSG has conducted stakeholder scoping activities with the City of Alton, Village of Godfrey, Economic Development Directors, Chamber of Commerce representatives (the River Bend Growth Association), emergency response officials (police, fire), school district officials, business owners and other local and regional groups with potential interest in the project. The PSG is in the process of conducting scoping activities with resource agencies as follows:

- **Scoping Meetings:** The purpose of these meetings is to share general information regarding the project and to gather input to assist in identifying and focusing on the important issues related to the project. Scoping meetings will be conducted concurrent with kick-off meetings and PSG meetings.
- **Scoping Package:** In addition to meetings, a scoping package will be sent to invited agencies. The scoping package will include an introduction to stakeholders of the CSS approach, presentation of the project timeframe and SIP for their review and comment, an explanation of advisory groups that will be formed and an explanation of their roles and responsibilities. The PSG will seek suggestions on who should be members of these advisory groups.

## 5.5 Purpose and Need

Based on information gathered during the scoping process, the PSG has developed a project Purpose and Need (P&N) document. The PSG is now providing an opportunity for the participating agencies and the general public to provide input into the P&N. In October 2013, IDOT sent the participating agencies a copy of the draft P&N statement for their review and comment. The comment period is 30 days.

The PSG will then take the input received and make any identified refinements to the P&N statement. If major changes are made to the P&N statement at this point, additional advisory group meetings may be required. FHWA and IDOT are scheduled to take the P&N to the next scheduled NEPA/404 meeting for agency concurrence (November 14, 2013). Upon obtaining concurrence from the NEPA/404 merger agencies, the P&N will be considered finalized for inclusion in the EIS. Ultimately, FHWA is responsible for the final decision on the P&N.

## 5.6 Alternatives Analysis

Following concurrence on the P&N, the PSG will work with the CAG to develop the reasonable range of alternatives. This will include the need to incorporate multimodal transportation solutions. An opportunity for the participating agencies and the general public to provide input into the alternatives to be carried forward will be provided. A PIM will be held to share the results of technical studies and the input received from the CAG. IDOT will provide participating agencies a copy of the draft alternatives to be carried forward for their review and comment. The comment period will be 30 days.

The PSG will take the input received from these efforts and make any additional refinements to the alternatives to be carried forward. If major changes are made to the alternatives to be carried forward, additional advisory group meetings may be required. If additional meetings are not required, the joint lead agencies and the FHWA will take the alternatives to be carried forward to the next scheduled NEPA/404 merger meeting. Upon obtaining concurrence from the NEPA/404 merger agencies, the alternatives to be carried forward will be considered finalized for inclusion in the EIS. FHWA and IDOT will consider input of the public and the agencies; however, the environmental review process does not require agency and public consensus on the range of alternatives chosen. Ultimately, FHWA is responsible for the final decision on the alternatives to be carried forward.

## 5.7 Preferred Alternative

Input from stakeholders will be considered by FHWA and IDOT to make a decision on the selection of the preferred alternative and preliminary mitigation measures. The PSG will present the preferred alternative to the CAG with the intent to obtain consensus. The selection of the preferred alternative and preliminary mitigation measures will be presented at public meetings. The final preferred alternative will be reached by consensus from the PSG, considering input from stakeholders.

The PSG will then take the input received at these meetings and make any further needed refinements to the preferred alternative. If major changes are recommended to the preferred alternative, additional CAG meetings may be required. If additional meetings are not required, FHWA and IDOT will take the preferred alternative to the next scheduled NEPA/404 meeting for agency concurrence on the preferred alternative. Upon obtaining concurrence from the NEPA/404 merger agencies, the preferred alternative will be considered finalized for inclusion in the EIS. Ultimately FHWA and IDOT will consider public and agency input in selecting the preferred alternative; however, the environmental review process does not require agency consensus on the preferred alternative.

## 5.8 Draft EIS Preparation

IDOT will prepare the Draft EIS in cooperation with FHWA. The preferred alternative will be identified in the Draft EIS. Approval of the Draft EIS lies solely with FHWA. IDOT will be responsible for circulating the Draft EIS for the 45-day comment period. No sooner than fifteen (15) days after the Notice of Availability is published in the Federal Register, IDOT will hold a public hearing that will be advertised in local newspapers and on the project website. Any substantive comments received during the comment period will be answered by letter (or email if requested to do so).

## 5.9 Final EIS and Record of Decision (ROD)

After the public hearing, IDOT will address all substantive comments on the Draft EIS that are received within the designated comment period and incorporate those comments into any necessary revisions of the Final EIS. The Final EIS will be provided to all who have commented on the Draft EIS. As stated in Section 1.2.4, IDOT and FHWA intend to combine the Final EIS and ROD into one document, which will be issued concurrently. IDOT will then post the signed FEIS and ROD on its website to make it publicly available. The ROD will also be included with copies of the Final EIS and used as a reference for further development and implementation of the project by IDOT.

## 5.10 Limitations on Claims

Federal law includes a provision limiting the time period to 150 days on claims against federal agencies for certain environmental and other approval actions, provided this Statute of Limitations (SOL) notification is published in the Federal Register. The SOL applies to a permit, license, or a specified approval action such as an action related to a transportation project. IDOT and FHWA intend to publish this 150-day SOL notice for the environmental document for this project after the ROD is issued.

# 6.0 Description of the Overall Approach for Public Involvement

## 6.1 Outreach

Public involvement for the Alton-Godfrey Roadway project will be ongoing throughout the Phase I process. Continuous methods of outreach will be in the form of public informational meetings, community advisory group meetings, technical advisory group meetings, and stakeholder meetings. At the same time, the message throughout the project will evolve in three steps.

Step One is the initial outreach effort to the leadership of Alton and Godfrey, affected businesses and residents, affected and interested organizations, and other stakeholders. Step One includes a solicitation of input regarding problems related to traffic, congestion, and safety; community values and interests; and project constraints, as well as providing information on the IDOT process. This information is then used to help form the project Problem Statement.

Step Two will be a continuation of the education of the IDOT process, but it will include some presentation of alternatives for the improvement. Step Two will communicate information gathered in Step One including the Project Problem Statement, community values, and project constraints, and solicit feedback on proposed alternatives. Proposed alternatives will be refined during Step Two based on feedback.

Step Three will communicate a preferred alternative for the project. The methods used to communicate the preferred alternative are critical. It is important that the feedback resulting from the public involvement process is reiterated during this phase, along with the project constraints, to show how the PSG arrived at the preferred alternative and the role public feedback played in the project's decision making. It is also important to continue to solicit input on the preferred alternative for continued refinement.

### 6.1.1 Project Start-Up Efforts (Step One)

Initial outreach efforts will be intended to identify and engage as many stakeholders as possible, through informing and involving local officials; forming study teams engaged in development of the project; and identifying and engaging stakeholders and the general public.

- 4) Initial stakeholder meetings will be held with local officials and agencies including, but not limited to, the Mayor of Alton; members of the Alton City Council; City of Alton Planning and Economic Development commissions; Village of Godfrey Mayor; Godfrey Trustees; Village of Godfrey Building and Zoning and Economic Development departments; and Madison County officials to inform them of the start of the project, present the project's goals, provide education on the IDOT process, and express the desire for community involvement and the efforts to be undertaken to engage the public. Information regarding existing and forecasted (design year) conditions, such as ADTs, Levels of Service (LOS), and crash data will be provided at these meetings.

At these meetings, the PSG will try to identify other organizations that may have an interest in the project and how best to approach them and get them involved. These meetings will also be designed to identify key community issues; interests; project constraints as perceived by Alton, Godfrey; and Madison County leadership; and any additional opportunities to engage the public. Additionally, the formation of a Community Advisory Group (CAG) and a Technical Advisory Group (TAG) will be discussed and potential group members identified at these meetings.

A key goal of these meetings will be to solicit input and comments from these officials and stakeholders about the existing and forecasted condition information presented by the team, in conjunction with their own perceptions of conditions (traffic, safety, congestion, delays, circulation, etc) on local roadways. Their feedback will be utilized by the PSG in the development of the Problem Statement.

- 5) A direct mailing will be made to potential stakeholders, by means of a postcard, within the project limits to advise them the study is underway. Potential stakeholders contacted through this mailing may include property owners within the study area as well as all contacts identified.
- 6) An initial public informational meeting, held in an open house format, was held May 3, 2012. The intent was to announce the kickoff of the project, provide education on the IDOT process, and present the goals of the project to the public. In addition, information provided at this public meeting served to educate the public on existing conditions such as average daily traffic, levels of service, crash history, and design year volumes based on projected traffic growth. Public comments on the existing conditions as well as input about their perceived issues in the study area were used to help develop the Problem Statement.

Potential solutions were not presented or discussed at this stage. The project is a "blank slate" through this initial phase of public involvement, with the public gaining an understanding of the project's purpose and overall development process. The project's anticipated timeline was discussed and displayed. Exhibits were prepared and presented at this meeting, which showed the existing roadway network and identified key landmarks, businesses, schools, parks, environmental resources, and other features in the study area. Handouts were prepared that outlined general project information and study area and addressed frequently asked questions. A comment form was provided to all meeting attendees so that they could provide their feedback.

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The meeting was announced to the general public through advertisements in the Alton Telegraph, Edwardsville Intelligencer, and Madison County Suburban Journal. An announcement was also placed on the project website, a newsletter was mailed to individuals on the project mailing list, and informational flyers were distributed in the study area.

Items that were prepared for the initial public informational meeting included:

- Timeline exhibit depicting steps in the study process keyed to the project's schedule
- Exhibit describing the transportation issues the study will address
- Outreach activities and tools to be used during the study
- Aerial photography showing the study area
- Map exhibit showing environmental resources and features
- Identification of crash data along various roadways in the study area (graphically)
- Handouts that included a map of the study area, schedule, project contact information, and comment form

- 7) An initial CAG meeting was held on August 8, 2012 to further supplement the information received from elected officials and agency representatives and identify key community issues, interests, and project constraints. At this meeting, the PSG discussed the Stakeholder Involvement Plan and, in conjunction with the CAG, develop the Problem Statement to be used for the development of the Purpose and Need. In addition, the CAG identified critical success factors. A discussion of local and regional traffic issues, particularly with regard to prevailing traffic patterns and traffic generators, took place at this meeting. CAG membership currently includes:

- City of Alton Mayor
- Village of Godfrey Mayor
- Alton Planning Commission representative
- Godfrey Board of Aldermen representative
- Alton police and fire representatives
- Godfrey fire representative
- Madison County Sheriff's Office representative
- Alton School District representative
- RiverBend Growth Association
- Residents and business owners

A Context Audit was conducted as part of the first CAG meeting. This audit was intended to help identify various characteristics that define the context of the project, and further helped define the problem that the project seeks to address. The area's history, heritage, community goals, and environmental conditions were considered in the audit.

Madison County officials have elected not to participate in the CAG process and instead expressed a desire to have separate meetings with IDOT.

- 8) A Technical Advisory Group (TAG) will be established to primarily address engineering, traffic, and utility issues and other technical aspects of the project. It is anticipated that this group will include but not be limited to appropriate IDOT staff, the Department's consultants, municipal and county public works personnel, representatives from local utility companies, CSX railroad representatives, and the Federal Highway Administration (FHWA). An initial TAG meeting will take place to identify key community issues, interests, and project constraints.

## **6.1.2 Investigation and Presentation of Alternatives (Step Two)**

The second phase of public involvement is the development and presentation of alternatives. Alternatives should be developed based on sound engineering judgment; should satisfy the purpose of and meet the needs of the project; and should reflect input received from public involvement activities to date as appropriate.

Again, meetings will be held with City, Village, and County leadership and organizations expressing an interest in the project. Additionally, CAG and TAG meetings will be held. Presentation of alternatives should communicate feedback received in Step One and how the feedback impacted the development of alternatives. A second public informational meeting will also be held under these same guidelines.

Feedback should be solicited on all alternatives to assist with further refinement. The presentation should not be conducted in a manner that suggests that a vote will be taken for a preferred alternative.

Items that may be prepared for the second public informational meeting include, but are not limited to, the following:

- A timeline exhibit depicting steps in the study process keyed to the project's schedule
- Outreach activities and tools being used during the study and a summary of input to date
- The defined Problem Statement
- Design criteria
- Project constraints and potential cost of improvements
- Maps, conceptual layouts, and typical sections of the alternatives
- A map exhibit showing environmental resources and features
- Benefits and disadvantages of each of the alternatives relative to the Purpose and Need
- Traffic and crash data analysis
- Video or animations showing effect of each alternative on traffic conditions
- Handouts that include summary of project activities to date and show project limits, constraints, schedule, cost of improvements, summary of feedback to date, project contact information, and comment form

## **6.1.3 Presentation of the Preferred Alternative (Step Three)**

The final phase of the public involvement effort is the presentation of the preferred alternative. The preferred alternative should be developed based upon project constraints and the feedback received throughout the public involvement process. It will be stressed that the preferred alternative is not IDOT's solution to be "sold" to stakeholders and the public.

This final phase of public involvement will include meetings with City, Village, and County leadership and organizations expressing an interest in the ongoing project, as well as a final CAG meeting. As required by NEPA and IDOT CSS guidelines for projects with an EIS study, a Public Hearing will be held to present the preferred alternative.

Items that may be prepared for the Public Hearing include, but are not limited to, the following:

- A timeline exhibit depicting steps in the study process keyed to the project's schedule
- Outreach activities and tools being used during the study and a summary of input to date
- The defined Purpose and Need

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- Design criteria
- Project constraints and potential cost of improvements
- Maps and typical section for the preferred alternative
- Key attributes of the preferred alternate relative to the Purpose and Need
- Comparison of preferred alternative and other study alternatives showing benefits and disadvantages of each as determined by alternative analysis process
- Communication as to how the preferred alternative will improve local traffic level of service, traffic circulation and connectivity, and traffic safety
- Handouts that include summary of project activities to date and show project limits, constraints, schedule, cost of improvements, summary of feedback to date, project contact information, and comment form

## 6.2 Education

A primary focus of all public involvement activities will be to educate the public on the project development process, engineering constraints, and the effort being undertaken to incorporate the public's involvement into the solution. A synopsis of the project development process will be provided. Critical in the explanation of the project is the timeline. The length of time required for the project development process for this project will be lengthy to the layperson and construction is not yet funded. Failure to adequately communicate the schedule to stakeholders may result in a loss of interest over time.

The engineering and environmental constraints, IDOT policies, NEPA requirements, project schedule, intent of the public involvement, and engineering terminology should be communicated to the public using clear, easily understood language. The use of complex engineering and technical concepts and terms should be avoided. This can be accomplished utilizing graphics showing conceptual layouts and definitions of terms used to describe constraints (ex. Level of Service).

## 6.3 Gathering of Input

Input from the public involvement process will be collected in a number ways. These include the following:

- Direct feedback from meetings with the elected officials, interested agencies, and CAG and TAG meetings. Feedback may be documented in the form of meeting minutes and/or letters.
- Comment forms will be solicited at each public informational meeting and the Public Hearing.
- Project website with a dedicated email address or web-based comment tool allowing site visitors to provide feedback and questions at their convenience.
- Contact information will be provided at every CAG meeting, public meeting, stakeholder meetings, and other interactions with stakeholders and the public.
- Responses generated from public feedback from the informational meetings will be incorporated into the Public Involvement Record for the project, as well as summarized in the Environmental Impact Statement document.

While the action of gathering of input is important to the public involvement process, the incorporation of that input into the development and refinement of alternatives is more important. Furthermore, communication back to the public on their input and its effect on the study shows the value of their involvement in the overall process.

## 6.4 Pathways for Incorporating Input into Decision Making

Incorporating input into decision-making requires a focused effort on the timing and development of the project as it relates to public involvement. The three phases of public involvement as outlined above should occur in a manner that can have a direct impact on the decision making for this project. Public informational meetings and the Public Hearing will be held in locations that are easily accessible to the communities of Alton and Godfrey. It is proposed that each of the full-scale public informational meetings be established with the intent to gain the following input:

- 1) The first public meeting was held May 3, 2012. The intent of this meeting was to inform the public of the project and educate them on the process of project development and their role in that process. This meeting also informed the public of the various methods in which the public's input will be solicited. Information contained at this meeting was general in nature, as the project had just started up, but communicated a reason for the study of this project. This reason was further refined based on feedback gained during this meeting, and will be further defined based on feedback from local agency meetings, and the Community Advisory Group. This will be used to form the basis for the project Purpose and Need.
- 2) The second public meeting will take place after the development of a draft Purpose and Need statement, with the intent that it will be presented to the public for their feedback. The public's input and how it affects the development of the draft Purpose and Need should be communicated at this meeting.
- 3) The third public meeting will take place after the development of alternatives, with the intent that the alternatives will be presented to the public for their feedback. Alternatives should be limited to the most viable with regard to social, economic, engineering, and environmental considerations. The public's input and how it affected the development of alternatives should be communicated at this meeting.
- 4) The Public Hearing will present the preferred alternative and the Draft EIS for public feedback. The basis for selection of the preferred alternative should be communicated so the public can understand how the solution was selected.

## 6.5 Feedback to Public about Decision Making

Feedback to the public about ongoing decision making will be accomplished as follows:

- Through the public informational meetings, where the public will have direct access to the IDOT and consultant team members performing the study. Input will be recorded promptly and responses to inquiries should be completed and coordinated with IDOT within ten business days.
- Newsletters and informational flyers will be developed and mailed directly to individuals on the project mailing list and/or distributed in the study area.
- Project information, such as study area maps, fact sheets, and public meeting exhibits will be uploaded to the IDOT website for viewing and download by the public.
- Comments and inquiries received at the public meetings will be communicated to City, Village, and County leaders to assist them as they provide ongoing input for the project.

## 6.6 Plan for Monitoring / Evaluation / Re-adjustment of Public Involvement Plan

All successful plans require continuous evaluation and adjustment as required. Early indicators that this plan requires adjustment may come in the form of feedback from elected government officials, local agencies, affected organizations, or the public at large. Comments reflecting a lack of understanding of the process or project or recommendations for increased attendance at meetings should be noted. A lack of turnout at meetings or minimal feedback to public involvement activities may indicate a need for improved or different methods of coordination.

The public involvement plan should be reviewed with the IDOT Project Manager on a monthly basis for the first six months of the project and as required thereafter until completion of the project. Documentation of these review meetings should be included in the Public Involvement File. Direct feedback should be solicited from the public at meetings (comment forms) to determine the effectiveness of the plan.

## 7.0 Specific Action Steps and Timing

The following actions are proposed for public involvement. Appendix E shows the schedule of public involvement activities and is developed around the three public informational meetings.

### **Mailing List**

A list of stakeholders, residents, business owners, and others who have expressed an interest in the project will be developed and maintained throughout the study. The list will initially include key stakeholders as identified in this document and those identified in the first PSG meeting. Additions will come from public meeting attendees, names provided by CAG members, and individuals who contact project team members or provide comments directly to the team.

### **Postcards and Flyers**

A postcard was developed and mailed to key stakeholders within the study area prior to the first Public Informational Meeting. The purpose of the postcard was to announce the date, time and location of the public meeting and encourage their continued participation.

An informational flyer was developed prior to the first Public Informational Meeting and was hand-distributed by team members to municipal offices and businesses in Alton, Godfrey and the study area. The flyer contained details about the public meeting such as date, time, location and the purpose of the meeting.

Additional mailings and announcements will be developed and distributed as necessary during the study.

### **Newsletters**

Newsletters will be developed and mailed to individuals on the project mailing list periodically throughout the study to keep the general public updated and involved. The first newsletter was produced and distributed via postal mail and e-mail in January 2013. The purpose of the newsletter was to provide an update on the study, explain the public involvement process, provide a recap of the first Public Informational Meeting, describe the activities of the first two CAG meetings, discuss the alternatives development process, and encourage recipients to submit their comments and questions and stay involved in the study. Subsequent newsletters will serve to update the public on the study, and will contain information about project decision making, study area maps

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and figures, Frequently Asked Questions (FAQ), and other material. All newsletters will include a project point of contact and guidance for submitting comments.

### **Local Agency Meetings**

Meetings with City of Alton and Village of Godfrey, as well as Madison County, will be held prior to the public informational meetings and as needed during the study.

### **Public Informational Meetings**

Public informational meetings will be held at the project development stages as noted in Section 6.4 of this plan. The first public meeting was held May 3, 2012 as described in Section 6.1.1 of this document.

### **Project Website**

A project website was established on IDOT's main website, in order to provide an additional means of learning about the project and viewing/downloading project information, maps, frequently asked questions, and other material. Visitors to the site are able to submit their comments and/or questions by means of a dedicated email address, web-based comment tool, or directly to a designated IDOT team member.

### **Community Advisory Group and Technical Advisory Group Meetings**

Meetings will be held with the Community Advisory Group (CAG) and Technical Advisory Group (TAG) as dictated by project development. The TAG will mainly consist of appropriate IDOT staff, the Department's consultants, municipal and county public works personnel, representatives from utility companies, CSX railroad, and FHWA.

The schedule of public involvement activities shown in Appendix E is developed around the two public informational meetings and the Public Hearing. These meetings have been established based on an initial project schedule and may change throughout the project. As participants are added to the Community Advisory Group, it may not be necessary to hold some of the local agency meetings as they will have a representative in this group. There will likely be some groups that request meetings and add to the overall number of meetings. This list will be updated and revised as the stakeholder involvement plan is reviewed and updated during the project development process.

## **8.0 Modifications of the SIP**

FHWA and IDOT will provide updated versions of the SIP to all stakeholders, as necessary. Agency contact information may require updating as staffing changes over time. FHWA and IDOT ask that cooperating and participating agencies provide notification if staffing and contact information changes.

FHWA and IDOT will develop the timeline to be included in Appendix F of the SIP. Formal agency concurrence in the schedule is not required. Only the FHWA and IDOT may modify the established periods identified in the SIP. They may lengthen the established periods only for good cause and must document the reasons for the lengthening in the administrative record. FHWA and IDOT may only shorten the established review periods in the SIP with the concurrence of affected participating and cooperating agencies. IDOT will document the cooperating and participating agency concurrence in the administrative record.

IDOT will maintain a record of modifications to the SIP. FHWA and IDOT will make this record available to all involved agencies and the public upon request.

## 9.0 Public Availability of the SIP

IDOT will make the current SIP available to the public at project meetings and on the project website. Availability and notification will follow the public involvement procedures established in the CSS Policy for Illinois and the Public Involvement Guidelines in the IDOT Bureau of Design and Environment Manual (Chapter 19) available on the IDOT website at [www.dot.state.il.us/desenv/bdmanual.html](http://www.dot.state.il.us/desenv/bdmanual.html).

## 10.0 Agency Dispute Resolution

FHWA and IDOT are committed to working with all agencies in the environmental review process to identify project issues early and seek consensus on disagreements.

This section describes the overall project dispute resolution process that will be used by FHWA and IDOT as part of the project stakeholder involvement program. Additionally, FHWA and IDOT will follow the existing dispute resolution process outlined as part of the NEPA/404 Merger agreement for resolving issues with Signatory Agencies.

FHWA and IDOT are committed to building stakeholder consensus for project decisions. However, if an impasse has been encountered after making good-faith efforts to address unresolved concerns, FHWA and IDOT may proceed to the next stage of project development without reaching consensus. FHWA and IDOT will notify agencies of their decision and a proposed course of action. FHWA and IDOT may propose using an informal or formal dispute resolution process as described below.

### 10.1 Informal Dispute Resolution Process

In the case of an unresolved dispute between the agencies, FHWA and IDOT will notify all agencies of their decision and proposed course of action. The decision to move an action forward without consensus does not eliminate an agency's statutory or regulatory authorities, or their right to elevate the dispute through established agency dispute resolution procedures. FHWA and IDOT recognize and accept the risk of proceeding on an action without receiving a Signatory Agency's concurrence and will work with any agency to attempt to resolve a dispute.

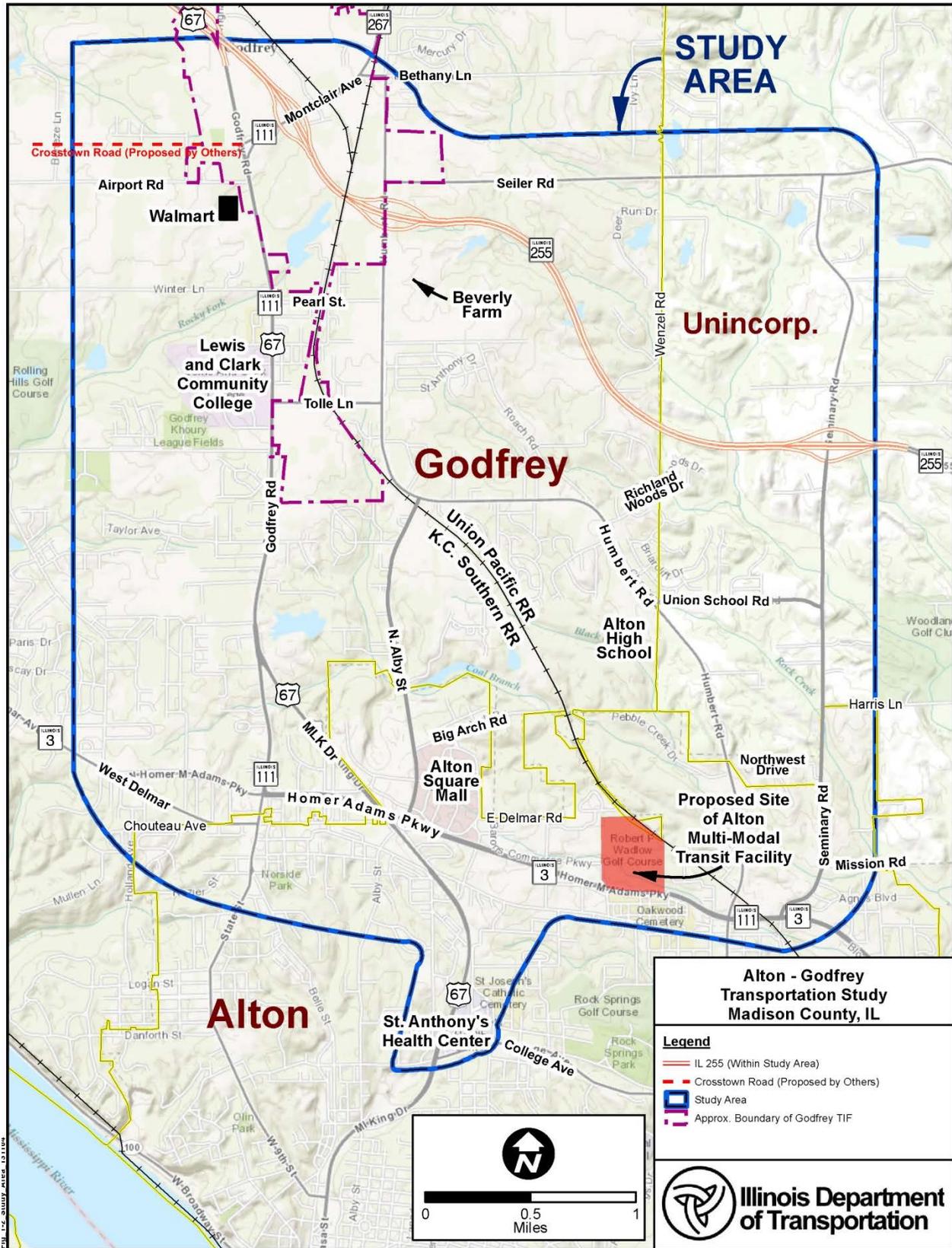
### 10.2 Formal Dispute Resolution Process

23 USC §139(h) established a formal dispute resolution procedure for the environmental review process. This process is only intended for use on disputes that may delay a project or result in the denial of a required approval or permit for a project. Only the project sponsors or the Illinois State Governor may initiate this formal process; they are encouraged to exhaust all other measures to achieve resolution prior to initiating this process.

Appendix G contains a copy of a diagram illustrating the formal dispute resolution process.

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**Appendix A – Project Study Area**



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**Appendix B – Project Study Group Members**

<b>Name</b>	<b>Representing</b>	<b>Role</b>	<b>Phone</b>	<b>Email</b>
Jeff Keirn	IDOT District 8		618-346-3112	jeffrey.keirn@illinois.gov
Frank Opfer	IDOT District 8		618-346-3175	francis.opfer@illinois.gov
Cindy Stafford	IDOT District 8		618-346-3151	cindy.stafford@illinois.gov
Karen Geldert	IDOT District 8		618-346-3157	karen.geldert@illinois.gov
Jennifer Hunt	IDOT District 8		618-346-3156	jennifer.hunt@illinois.gov
Brian Macias	IDOT District 8		618-346-3144	brian.macias@illinois.gov
Mike Myler	IDOT District 8			
Jim Stack	IDOT District 8			
Wenda Southerland	IDOT District 8		618-346-3159	wenda.southerland@illinois.gov
Lance Kidd	IDOT / BDE		217-785-2933	
Walt Zyznieuski	IDOT / BDE		217-785-4181	
Chris Fraley	FHWA		217-492-4619	Chris.Fraley@dot.gov
Matt Fuller	FHWA			Matt.Fuller@dot.gov
George Ryan	Piasa Collaborative	Project Manager	309-712-1777	george.ryan@amec.com
Gary Baker	Piasa Collaborative	Location Design Report	773-693-6030	gary.baker@amec.com
Steve Coates	Piasa Collaborative	Environmental Lead	314-209-5985	stephen.coates@amec.com
Jason Watters	Piasa Collaborative	Project Engineer	618-288-4665	jwatters@blainc.com
Dustin Reichmann	Piasa Collaborative	Traffic Studies Lead	314-621-3395	dreichmann@blainc.com
Steve Donahue	Piasa Collaborative	Roadway Lead	618-622-3040	sdonahue@hornershifrin.com
Brooks Brestal	Piasa Collaborative	QC/QA & CSS	618-622-3040	bkbrestal@hornershifrin.com
Jeff Strickland	Piasa Collaborative	CSS / Public Involvement	314-209-5938	jeffrey.strickland@amec.com

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**Appendix C – Stakeholder Groups**

Cooperating Agencies					
Agency Name	Requested Role	Response	Other Roles	Responsibilities	Contact
U.S. Army Corps of Engineers	Cooperating Agency		NEPA/404 Signatory	Section 404 Permit jurisdiction; environmental reviews; wetlands; provide comments on Purpose and Need; alternatives; methodologies; and preferred alternative	
U.S. Environmental Protection Agency	Cooperating Agency	Accepted Oct. 16, 2012	NEPA/404 Signatory	Environmental reviews; provide comments on Purpose and Need; alternatives; methodologies; and preferred alternative	Kenneth Westlake, Chief, NEPA Implementation Section

Participating Agencies					
Agency Name	Requested Role	Response	Other Roles	Responsibilities	Contact
U.S. Fish and Wildlife Service	Cooperating Agency	Oct. 23, 2012 Agreed to be participating agency.	NEPA/404 Signatory	Environmental reviews; provide comments on Purpose and Need; alternatives; methodologies; and preferred alternative	Matt Mangan – Fish and Wildlife Biologist
City of Alton	Participating Agency	Accepted	None		Tom Hoechst – Mayor
Illinois Dept. of Natural Resources (IDNR)	Participating Agency	Accepted	None		Steve Hamer – Transportation Review Program
IDNR - Nature Preserves Commission	Participating Agency	Accepted	None		Randy Heidorn – Acting Director
Illinois Historic Preservation Agency (IHPA)	Participating Agency	Accepted	None	Environmental review pursuant to Sec. 106 of the NHPA, as amended.	Anne Haaker – State Historic Preservation Officer
Illinois Dept. of Agric. – Bureau of Land and Water Resources	Participating Agency	Accepted			Terry Savko
Madison County	Participating Agency	Accepted	None		Alan Dunstan – Chairman
Village of Godfrey	Participating Agency	Accepted	None		Mike McCormick - Mayor
IDOT Division of Aeronautics	Participating Agency	Did not respond			Susan Shey - Director
IDNR – Division of Water Resources	Participating Agency	Did not respond			Arlan R. Juhl - Director
Illinois EPA	Participating Agency	Did not respond			John Kim - Director
Foster Township	Participating Agency	Did not respond			Patrick Maher – Highway Commissioner
Madison County Highway Department	Participating Agency	Did not respond			Gary Stahlhut – Madison County Highway Engineer

Section 106 Consulting Parties		
Agency Name	Contact Person/Title	Contact Information
State Historic Preservation Officer (SHPO)	Anne Haaker / Deputy Officer	#1 Old State Capitol Plaza Springfield, IL 62701-1507
City of Alton	Brant Walker / Mayor	101 E. Third Street Alton, IL 62002 618-463-3500
Village of Godfrey	Michael McCormick / Mayor	6810 Godfrey Road Godfrey, IL 62035 618-466-3324
Indian Tribes	To be determined	
Lewis and Clark College	Gary Ayres	204 Bethany Lane Godfrey, IL 62035 618-466-6222

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<b>At-Large Stakeholders</b>				
<b>Name</b>	<b>Affiliation</b>	<b>Address</b>	<b>Phone / Email</b>	<b>CAG Member</b>
Sen. Bill Haine	State Senate	307 Henry Street, Suite 210 Alton, IL 62002	618-465-4764	No
Rep. Daniel Beiser	State Legislature	528 Henry Street Alton, IL 62002	618-465-5900	No
Capt. Brad Parsons, District Commander	Illinois State Police, District 11	1100 Eastport Plaza Drive Collinsville, IL 62234	618-346-3990	No
Alan Dunstan, Board Chairman	Madison County Board	157 North Main Street Edwardsville, IL 62025	618-692-6200	No
Mark Gvillo, County Engineer	Madison County Highway Department	7037 Marine Road Edwardsville, IL 62025	618-296-4540	No
Jerry Blair	East-West Gateway Council of Governments	1 Memorial Dr., Suite 1600 St. Louis, MO 63102	314-421-4220	No
Rich Laudon	Argosy Casino	#1 Piasa Street Alton, IL 62002	800-711-GAME rich.laudon@pngaming. com	No
Dr. Dale T. Chapman, President	Lewis and Clark Community College	5800 Godfrey Road Godfrey, IL 62035	618-468-2200	No
Dr. Kenneth Spells, Superintendent	Alton School District 11	1854 E. Broadway Alton, IL 62002	618-474-2600	No
	Alton Museum of History and Art	2809 College Avenue Alton, IL 62002	618-462-2763 altonmuseum@gmail.co m	No
Kathleen Richmond	Olin Corporation	Enviro Tech Business Park East Alton, IL		No
Brenda Walker McCain	Madison County Urban League	408 East Broadway Alton, IL 62002	618-463-1906 Bkwm51@aol.com	No
Andy Hightower	Alton Housing Authority		618-465-4269	No
Patrick Noonan, Executive Director	United Methodist Village	5201 Asbury Avenue Godfrey, IL 62035-9923	618-466-8662	No
Charles Linnemeyer	Alton Steel	5 Cut Street Alton, IL 62002	618-463-4490	No
Sarah McGibany	Downtown Alton (Alton Main Street)	200 W. 3 <sup>rd</sup> Street Alton, IL 62002	618-463-1016	No
Michael Slaughter, Principal	Alton Marquette High School	219 East 4 <sup>th</sup> Street Alton, IL 62002	618- 463-0580 ext. 242 mslaughter@marquette catholic..org	No
Kathy Smith	Madison County Board (Fosterburg Twp area)	#18 Woodland Hills Court Alton, IL 62002	618-406-2856 kmslawyer@charter.net	No
Maurice (Moe) Hand, VP Alton Div. Mgr.	Lifestar Ambulance	1002 MLK Drive Alton, IL 62002	618-466-3018 moe@lifestarambulanc e.net	No
Chief Dwyann D. Isringhausen	Village of East Alton Police Department	211 N. Shamrock East Alton, IL 62024	618-259-6212	No
Chief Randy Morland	Village of East Alton Fire Department	209 N. Shamrock East Alton, IL 62024	618-259-2984	No
Ally Ringhausen, Executive Director	Great Rivers Land Trust		618- 467-2265	No
Bill Ambrose, Township Supervisor	Foster Township	Town Hall: 2919 Main Street Alton, IL 62002	618-377-9591 (cell) 618-259-0726 (Town Hall)	No
Chief John Holtorf	Fosterburg Fire Protection District	4604 Seminary Road Alton, IL 62002	618-792-5034	No

<b>Community Advisory Group Members</b>				
<b>Name</b>	<b>Affiliation</b>	<b>Address</b>	<b>Phone / Email</b>	<b>CAG Member</b>
Mayor Brant Walker	City of Alton	101 E. Third Street Alton, IL 62002	618-463-3500	Yes
Mayor Michael McCormick	Village of Godfrey	6810 Godfrey Road Godfrey, IL 62035	618-466-3324	Yes

**Alton-Godfrey Roadway  
Stakeholder Involvement Plan**

Community Advisory Group Members				
Name	Affiliation	Address	Phone / Email	CAG Member
Chief Jason Simmons	Alton Police Department	1700 E. Broadway Alton, IL 62002	618-463-3505	Yes
Chief Bernie Sebold	Alton Fire Department	333 E. 20 <sup>th</sup> Street Alton, IL 62002	618-463-3565	Yes
Capt. Eric Decker	Madison County Sheriff's Office	6810 Godfrey Road Godfrey, IL 62035	618-223-3955	Yes
Chief John Sowders	Godfrey Fire Protection District	6011 Godfrey Rd. Godfrey, IL 62035	618-466-0131	Yes
Lori Ehlers, General Manager	Alton Square Mall	200 Alton Square Alton, IL 62002	618-465-5500	Yes
Monica Bristow, President	RiverBend Growth Association	5800 Godfrey Rd., Alden Hall Godfrey, IL 62035	618-467-2280	Yes
Gary Ayres	Lewis and Clark Community College	204 Bethany Lane Godfrey, IL 62035	618-466-6222	Yes
Rusty Ingram	Alton Memorial Hospital	One Memorial Drive Alton, IL 62002	618-463-7305 Rusty.Ingram@bjc.org	Yes
Diane Schuette	St. Anthony's Health Center	#1 Saint Anthony's Way Alton, IL 62002	618-463-5306 dschuette@sahc.org	Yes
Chris Norman	Alton School District 11	1854 E. Broadway Alton, IL 62002	618-474-2600	Yes
Robert McDonald, Business Manager	Laborers' Local 218	7232 Herter Industrial Dr. PO Box 775 Godfrey, IL 62035	618-466-9078	Yes
Joe Domer	Madison County Transit	1 Transit Lane Granite City, IL 62040	618-874-7433	Yes
Martha Warford	Beverly Farm	6301 Humbert Road Godfrey, IL 62035	618-466-0367	Yes
Sheri Kelley, Contract Manager	Illinois Central Bus Company	4525 N. Alby St. Godfrey, IL 62035	618-466-5400 s.kelley@illinois-central.com	Yes
Brent A. McCarty	Savannah Trace Subdivision	4606 Camellia Place Alton, IL 62002	618-466-1903 bamsm@yahoo.com	Yes
John Hilgert	Rockgate Subdivision	2335 Chadwick Drive Alton, IL 62002	618-920-1905 tjrih@charter.net	Yes
Steven P. Koeller	Agricultural / Landowner	602 Monticello Drive Godfrey, IL 62035	618-535-3945 stevekoeller82@yahoo.com	Yes
Matt Asselmeier	City of Alton	101 E. Third St. Alton, IL 62002	618-463-3801 masselmeier@alton-il.com	Yes
Mike Stumpf	Village of Godfrey – Trustee		stumpf7208@yahoo.com	Yes
Martin J. Carrow, DMD	Northport Hills Resident / Business Owner	500 Big Arch Road Godfrey, IL 62035	618-791-1581 drmarty@carrowandchapel.com	Yes
Robert Stephan	Alton Resident	2307 Hale Drive Alton, IL 62002	618-616-8476 Robert@stephancompany.com	Yes
Ayron Womack	Muny Vista Resident	1843 Muny Vista Alton, IL 62002	618-593-2651 WomackAyron@yahoo.com	Yes
Todd Harpole	Alton Resident	613 State Street Alton, IL 62002	618-407-8999 toddharpole@gmail.com	Yes
Dan Herkert	Alton Resident	1255 W. Ninth Street Alton, IL 62002	618-447-2939	Yes

## Alton-Godfrey Roadway Stakeholder Involvement Plan

### Appendix D: Coordination Points

Alton-Godfrey Transportation Study (FAP N/A)  
Madison County, Illinois

Task Name	NEPA/404/CSS/ §6002 Step-by-step Process	NEPA/404 Meeting Schedule	Activity #	Predecessor	Activity Description	Goal		Actual		Remarks
						No. of Days to Complete Activity	Completion Date	No. of Days to Complete Activity	Completion Date	
Project Initiation	1		1		BDE sends FHWA Project Initiation letter	N/A	3/9/2012	N/A		AMEC drafted for IDOT
			2		District forms CSS Project Study Group	N/A	2/29/2012	N/A		Complete
	2		3		FHWA and IDOT develop and agree to Timeframe	N/A	4/20/2012	N/A		AMEC assisting IDOT-D8
	3		4		CSS Project Study Group develops draft Stakeholder Involvement Plan (SIP) and sends it to FHWA and BDE for review and comment (repeat as necessary)	N/A	3/7/2012		2/1/2012	Complete
			5		FHWA and BDE reviews and sends comments on draft SIP to District (repeat as necessary)	30	3/29/2012		4/3/2012	
	4		6	1	<b>FHWA publishes Notice of Intent in Federal Register</b>		<b>5/1/2012</b>		<b>5/1/2012</b>	<b>(Start of timeframe goal)</b>
Agency Coordination	5	June 2012	7	6	FHWA and IDOT prepare and send participating and cooperating agencies invitation letters.	7	7/30/2012		8/31/2012	(30 days for agencies to respond)
			8	7	FHWA and IDOT prepares and sends participating and cooperating agencies draft SIP for agency review and comment (revisit as needed) and provides opportunity for participating and cooperating agencies to give input on methodologies and level of detail, identification of potential environmental resource issues.	30	8/29/2012			Sent SIP and Methodologies together in Scoping Package.
			9		FHWA and IDOT address agency comments by revising SIP and Methodologies and responding to comments, as necessary, and finalize SIP and Methodologies		N/A			
			10	8	District prepares and sends finalized SIP to participating and cooperating agencies	1	8/30/2012		9/5/2012	Project will be introduced at the Spring 2012 NEPA 404/ Merger meeting - includes scoping.

**Alton-Godfrey Roadway  
Stakeholder Involvement Plan**

**Alton-Godfrey Transportation Study (FAP N/A)  
Madison County, Illinois**

Task Name	NEPA/404/CSS/ §6002 Step-by-step Process	NEPA/404 Meeting Schedule	Activity #	Predecessor	Activity Description	Goal		Actual		Remarks
						No. of Days to Complete Activity	Completion Date	No. of Days to Complete Activity	Completion Date	
Develop Purpose and Need	6	Sept. 2012	11	6	District conducts stakeholder involvement to support development of preliminary Purpose and Need	185	11/2/2012	12/10/2012		Purpose and Need will be developed by: 1) conducting Context Audit with the Advisory Groups; 2) Drafting a problem statement; 3) Working with the Advisory Groups and PSG to draft a P&N
			12	11	District prepares and submits preliminary Purpose and Need packet to FHWA and BDE for review (repeat as needed)	15	12/11/2012		12/11/2012	Actual submittal date is now indicated.
			13	12	FHWA and BDE review and issue comments on preliminary Purpose and Need packet to District (repeat as needed)	30	1/10/2013		9/6/2013	Actual submittal date is now indicated.
			14	13	District prepares and submits distribution-ready Purpose and Need packet to FHWA and BDE and Coop. Agencies	4	1/14/2013		9/26/2013	(Rev v9 - Updated schedule to account for resubmittals and re-writes)
			15	14	District conducts stakeholder involvement to receive consensus on Purpose and Need	32	2/15/2013		11/14/2013	(Rev v9 - Updated schedule to account for resubmittals and re-writes)
		16	15	FHWA holds NEPA/404 merger meeting to receive concurrence on Purpose and Need		2/19/2013		11/14/2013	Concurrence sought on Purpose and Need	
Alternatives to be carried forward	7	Feb. 2014	17	14	District develops prelim. Alternatives and offers opportunity for stakeholders to provide input on those to be carried forward	120	3/14/2014			
		June 2014	18	17	District prepares and submits preliminary Alternatives to be Carried Forward packet to FHWA and BDE for review (repeat as needed)	60	5/13/2014			(District should submit first draft of packet to FHWA by the deadlines established in the NEPA/404 Meeting Schedule)
			19	18	FHWA and BDE review and issue comments on preliminary Alternatives to be Carried Forward packet to District (repeat as needed)	30	6/12/2014			(30 days after receipt of draft packet)
			20	19	District prepares and submits distribution-ready Alternatives to be Carried Forward packet to FHWA and BDE	15	6/27/2014			
			21	20	District conducts stakeholder involvement to receive consensus on Alternatives to be Carried Forward	45	8/11/2014			Stakeholder Briefing and Public Information Meeting held to receive input from the CA's, PA's and general public

**Alton-Godfrey Roadway  
Stakeholder Involvement Plan**

**Alton-Godfrey Transportation Study (FAP N/A)  
Madison County, Illinois**

Task Name	NEPA/404/CSS/ §6002 Step-by-step Process	NEPA/404 Meeting Schedule	Activity #	Predecessor	Activity Description	Goal		Actual		Remarks
						No. of Days to Complete Activity	Completion Date	No. of Days to Complete Activity	Completion Date	
		Sept. 2014	22	21	FHWA holds NEPA/404 merger meeting to receive concurrence on Alternatives to be Carried Forward		8/11/2014			(Reference schedule for NEPA/404)
Draft Environmental Impact Statement	8	Feb. 2015	23	22	District prepares and sends Draft EIS to BDE for review (repeat as necessary)	150	1/8/2015			
			24	23	BDE reviews and issues comments on Draft EIS to District (repeat as necessary)	60	3/9/2015			(60 days after receipt to comment)
			25	24	District prepares and sends Draft EIS to FHWA and BDE (repeat step as necessary)	30	4/8/2015			
		June 2015	26	25	FHWA and BDE reviews and issues comments on Draft EIS to District (repeat step as necessary)	30	5/8/2015			(30 days after receipt to comment)
			27	26	District sends pre-signature DEIS to Cooperating Agencies for review	30	6/7/2015			(30 days after receipt to comment)
			28	27	District sends FHWA and BDE signature-ready Draft EIS	15	6/22/2015			
			29	28	FHWA and BDE sign Draft EIS	10	7/2/2015			(Recommend 10 days after receipt)
			30	29	IDOT distributes Draft EIS	7	7/9/2015			
	9	Sept. 2015	31	29	FHWA publishes Notice of Availability in Federal Register	21	7/23/2015			Three weeks after DEIS is signed.
			32	30	District offers opportunity for stakeholders to provide input on Draft EIS	21	7/30/2015			Stakeholder Briefing and Public Information Meeting held to receive input from the CA's, PA's and general public
			33	31, 32	IDOT holds public hearing on Draft EIS	15	8/7/2015			
			33.5		45-Day Public Comment Period	45	9/6/2015			
Preferred Alternative	11		34	33	District prepares and submits preliminary Preferred Alternative packet to FHWA and BDE for review (repeat as needed)	60	10/6/2015			(District should submit first draft of packet to FHWA by the deadlines established in the NEPA/404 Meeting Schedule)

**Alton-Godfrey Roadway  
Stakeholder Involvement Plan**

**Alton-Godfrey Transportation Study (FAP N/A)  
Madison County, Illinois**

Task Name	NEPA/404/CSS/ §6002 Step-by-step Process	NEPA/404 Meeting Schedule	Activity #	Predecessor	Activity Description	Goal		Actual		Remarks
						No. of Days to Complete Activity	Completion Date	No. of Days to Complete Activity	Completion Date	
		Feb. 2016	35	34	FHWA and BDE review and issue comments on preliminary Preferred Alternative to District (repeat as needed)	30	11/5/2015			(30 days after receipt of draft packet)
			36	35	District prepares and submits distribution-ready Preferred Alternative Packet to FHWA and BDE	15	11/20/2015			
			37	36	District conducts Phase I project wrap-up with stakeholders	30	12/20/2015			
			38	36	FHWA holds NEPA/404 merger meeting to receive concurrence on Preferred Alternative	30	12/20/2015			(Reference schedule for NEPA/404)
Final Environmental Impact Statement	12	June 2016	39	38	District prepares and sends draft Final EIS to BDE for review (repeat as necessary)	45	2/3/2016			
			40	39	BDE reviews and issues comments on the draft Final EIS to District (repeat as necessary)	30	3/4/2016			
			41	40	District prepares and sends the draft Final EIS to FHWA and BDE for review	15	3/19/2016			
			42	41	FHWA and BDE review and issue comments on the draft Final EIS to District	30	4/18/2016			
			43	42	District prepares and sends FHWA and BDE signature-ready Final EIS and ROD	15	5/3/2016			
Record of Decision	13		44	43	FHWA coordinates with FHWA Legal Counsel to complete legal sufficiency review on Final EIS and ROD	30	6/2/2016			
	14		45	44	FHWA signs signature-ready Final EIS and ROD and requests USEPA publish Notice of Availability in the Federal Register	28	6/30/2016			
	15		46	45	FHWA and IDOT prepare the ROD and Statute of Limitations notice	7	7/7/2016			
	16	Sept. 2016	47	46	FHWA publishes Statute of Limitations notice in the Federal Register	7	7/14/2016			

## Alton-Godfrey Roadway Stakeholder Involvement Plan

### Appendix E – Summary of Public Involvement Activities

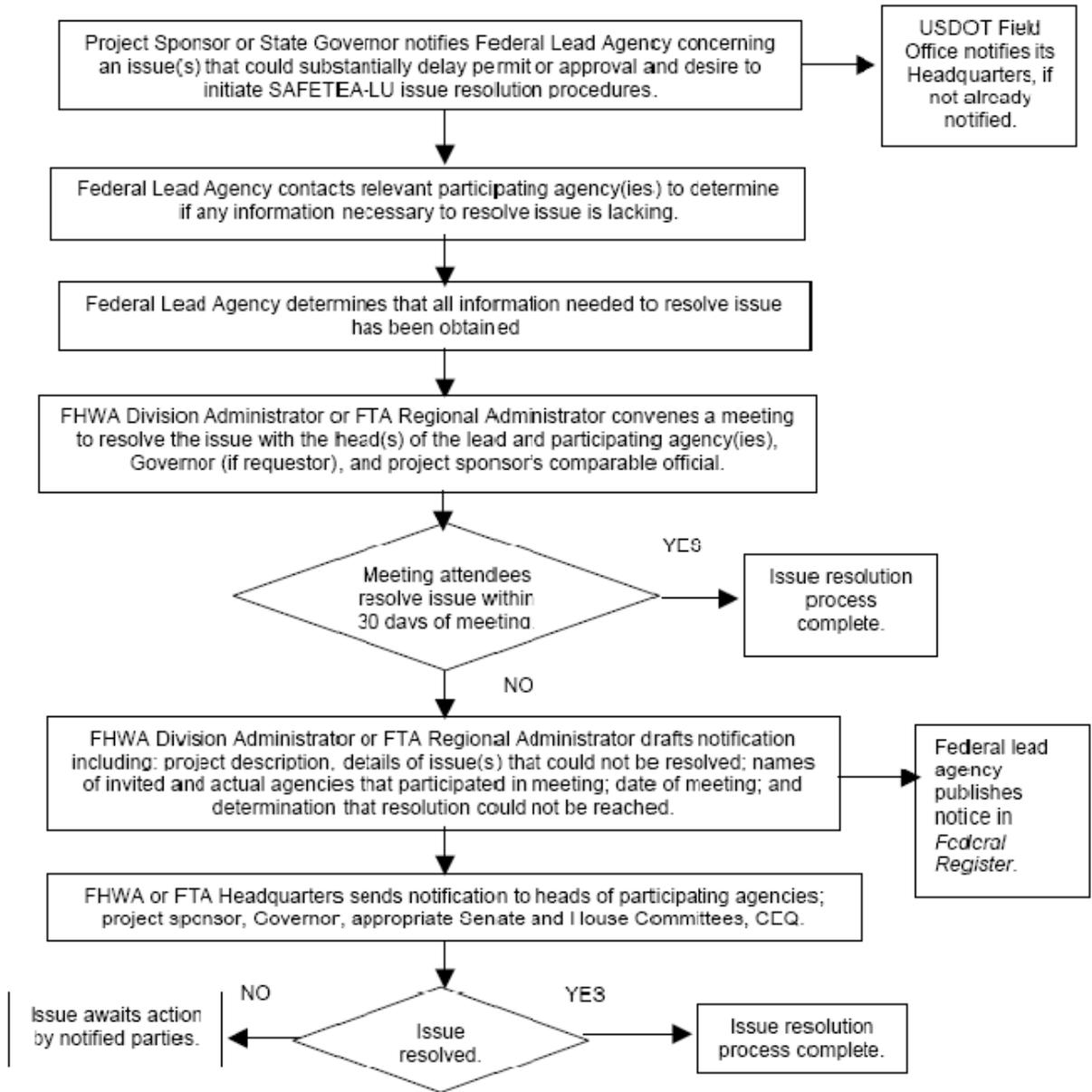
ACTIVITY	AUDIENCE (may be updated)	TIMELINE
Local Agency Meetings #1	Alton Mayor / Aldermen Alton Planning Commission Godfrey Mayor / Trustees Godfrey Planning and Zoning Commission Madison County East West Gateway Council of Governments RiverBend Growth Association	Prior to first Public Meeting (January 2012)
Individual Stakeholder Meetings	Sen. Haine, Rep. Beiser, first responders, hospitals, businesses, and others as identified on Table 3	January 2012 – March 2012
Project Postcard and Flyer	Area Stakeholders and businesses	April 2012
Public Informational Meeting #1	General Public	May 3, 2012
CAG Meeting #1	CAG members as identified in Appendix C	August 8, 2012
CAG Meeting #2	CAG members as identified in Appendix C	August 29, 2012
Newsletter Mailing #1	General Public	January 2013
Individual Stakeholder Meetings	Same as earlier stakeholder meetings	Process continues after first Public Meeting
CAG Meeting #3	CAG members as identified in Appendix C	November 20, 2013
Local Agency Meetings #2	Same audience as Meeting 1	Early 2014
TAG Meeting #1	Local Utility Companies Railroad Company FHWA	Early 2014
Newsletter Mailing #2	General Public	Prior to second Public Meeting
Public Informational Meeting #2	General Public	To be determined
Local Agency Meetings #3	Same audience as Meetings 1 & 2	To be determined
TAG meeting #2	Same audience as Meeting 1	To be determined
Newsletter Mailing #3	General Public	Prior to Public Hearing
Public Hearing	General Public	To be determined

**Alton-Godfrey Roadway  
Stakeholder Involvement Plan**

**Appendix F: Modifications to the SIP**

Version	Date	Revision Description
1	9/18/2012	Updated SIP based on FHWA comments
2	10/23/2012	Added two participating agencies.
3	12/17/2012	Updated the SIP to account for new language in MAP-21; updated contact information for some of the PSG; updated contact information for USEPA; Updated Environmental Timeframe
4	11/6/2013	Updates to account for changes in schedule and progress on the project

**Appendix G: Formal Dispute Resolution Process, FHWA/FTA SAFETEA-LU Environmental Review Process Final Guidance, November 2006, page 40.**



**The SAFETEA-LU issue resolution process**

**Note that where two steps are not separated by a “yes” or “no” decision diamond, both steps must be taken.**



Piasa Collaborative JV

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