

Minutes of the Meeting

**ADVISORY COMMITTEES ON TRANSPORTATION SYSTEM PLANNING AND
PROGRAMMING FOR THE MILWAUKEE URBANIZED AREA**

DATE: May 23, 2014
TIME: 9:30 a.m.
PLACE: Wisconsin State Fair Park
Tommy G. Thompson Youth Center
Meeting Room 5
640 South 84th Street
Milwaukee, WI 53214

Milwaukee Urbanized Area Members Present

Brian Dranzik, Chair Director, Milwaukee County Department of Transportation
Dan Boehm Chief Administrative Officer,
(Representing Michael Giugno) Milwaukee County Department of Transportation
Allison Bussler Director of Public Works, Waukesha County
Peter Daniels Principal Engineer, City of West Allis
(Representing Michael Lewis)
Jon Edgren Assistant Director of Public Works, Ozaukee County
(Representing Robert R. Dreblow)
Michael Einweck Director of Public Works, Village of Hartland
Brian Engelking Transit Manager, City of Waukesha
(Representing Fred Abadi)
Gary Evans Manager, Highway Engineering Division, Waukesha County
Thomas M. Grisa Director of Public Works, City of Brookfield
Kevin Haley Landscape Architect,
(Representing Chris Abele) Milwaukee County Department of Parks, Recreation and Culture
Jeffrey S. Polenske City Engineer, City of Milwaukee
Clark Wantoch Director of Highway Operations,
Milwaukee County Department of Transportation
Tom Wondra Highway Commissioner, Washington County
Dennis Yaccarino Senior Budget and Policy Manager, Budget and Management Division,
Department of Administration, City of Milwaukee

Non-Voting Members Present

Peter T. McMullen Air Management Specialist, Bureau of Air Management,
Wisconsin Department of Natural Resources
Kenneth R. Yunker Executive Director,
Southeastern Wisconsin Regional Planning Commission

Guests and Staff Present

Ashley Adsit..... Assistant Recreation Supervisor,
Milwaukee Public Schools

Jessica Binder..... Programming and Policy Director,
Wisconsin Bike Fed

Joseph M. Delmagori..... Senior Transportation Planner,
Southeastern Wisconsin Regional Planning Commission

Michael Friedlander..... Program and Policy Analyst, Bureau of Air Management,
Wisconsin Department of Natural Resources

Ryan W. Hoel..... Principal Engineer,
Southeastern Wisconsin Regional Planning Commission

Joe Nehmer Director, Jefferson County Parks Department

Jake Newborn..... Education Project Manager,
Wisconsin Bike Fed

Jeff Roznowski..... Alderman, City of Wauwatosa

Xylia N. Rueda..... Transportation Planner,
Southeastern Wisconsin Regional Planning Commission

Robert Schmidt Local Program Manager, Southeast Region,
Wisconsin Department of Transportation

Matthew W. Schreiber Urban and Regional Planner,
Division of Transportation Investment and Management,
Wisconsin Department of Transportation

Clayton Smith Local Program Engineer, Southeast Region,
Wisconsin Department of Transportation

Augie Tietz..... County Supervisor, Jefferson County

Arthur Zabel..... Village Trustee, Village of Germantown

ROLL CALL

The meeting was called to order at 9:32 a.m. by Chairman Dranzik, Chairman of the Advisory Committee on Transportation System Planning and Programming for the Milwaukee Urbanized Area. He welcomed all present and noted that the meeting was a meeting of the Advisory Committee on Transportation System Planning and Programming for the Milwaukee Urbanized Area (Milwaukee TIP Committee).

Chairman Dranzik indicated that a sign-in sheet was being circulated for the purposes of taking roll and recording the names of all persons in attendance at the meeting, and declared a quorum of the Committee present.

APPROVAL OF MEETING MINUTES

Chairman Dranzik indicated that the Milwaukee TIP Committee is being asked to consider approval of the minutes from four of its previous meetings—April 26, 2013, May 7, 2013, September 23, 2013, and October 4, 2013. He said one action could be taken for approval of all four of the meeting minutes. He asked if the Committee members had any changes, and upon hearing none, called for a motion. Mr. Wantoch made a motion to approve the minutes for the meetings of the Milwaukee TIP Committee held on April 26, 2013, May 7, 2013, September 23, 2013, and October 4, 2013. The motion was seconded by Ms. Bussler and was passed unanimously by the Committee.

CONSIDERATION OF PRELIMINARY DRAFT OF SEWRPC STAFF MEMORANDUM ENTITLED: *DRAFT ALTERNATIVE METHODOLOGIES FOR PRIORITIZING AND SELECTING PROJECTS IN THE MILWAUKEE URBANIZED AREA UNDER THE TRANSPORTATION ALTERNATIVES PROGRAM*

At the request of Chairman Dranzik, Mr. Yunker reviewed the memorandum titled, “*Draft Alternative Methodologies for Prioritizing and Selecting Projects in the Milwaukee Urbanized Area under the Transportation Alternatives Program*” (provided as Attachment A to these minutes). Mr. Yunker stated that there is a need for the Milwaukee TIP Committee to select projects at this time for years 2014-2018 Federal Transportation Alternatives Program (TAP) funding allocated to the Milwaukee Urbanized Area (MUA). He noted that the Moving Ahead for Progress in the 21st Century Act (MAP-21) Federal transportation legislation enacted in 2012 created TAP to provide funding for a range of alternative transportation projects. He added that under MAP-21 the previous Safe Routes to School (SRTS) and Transportation Enhancements (TE) funding programs were combined into the single TAP funding source. He stated that as well under MAP-21 urbanized areas having a population of 200,000 or more are now allocated a portion of the TAP funding that the State receives. Mr. Yunker stated that Wisconsin Department of Transportation (WisDOT) staff has indicated that, taking into account previous SRTS and TE funding commitments, an estimated \$5.5 million of years TAP funding will be available to new projects within such urbanized areas, with approximately \$4.15 million in years 2014-2018 funding available to new projects in the Milwaukee urbanized area. He stated that WisDOT would be responsible for selecting projects that are not funded within these urbanized areas and from other projects statewide for the approximately \$6 million in 2014-2018 TAP funds that WisDOT staff had indicated would be available to new projects statewide. He noted that WisDOT has indicated that they have received applications for 69 projects requesting a total of about \$49 million in years 2014-2018 TAP funding, far exceeding the total available \$11.5 million in years 2014-2018 TAP funding within the State.

Mr. Yunker stated that there were 15 candidate projects located within the Milwaukee urbanized area requesting about \$7.6 million in years 2015-2018 TAP funding that WisDOT staff had reviewed and deemed eligible for TAP funding, as listed on Table 1 of Attachment A to these minutes. He stated that the Commission staff has developed two draft alternative methodologies for consideration by the Milwaukee TIP Committee for prioritizing and recommending candidate projects for the years 2014-2018 TAP-MUA funding. Mr. Yunker stated that under the first draft alternative methodology (presented as Alternative 1 in Attachment A to these minutes), 12 of the 15 proposed projects would be recommended for \$4.14 million in years 2014-2018 TAP-MUA funding, as listed in Table 2 of Attachment A to these minutes. He stated that under this draft alternative methodology, two of the remaining three projects—the Waukesha to Brookfield Connector Bicycle-Pedestrian Facility project (requesting \$2.53 million in TAP funds) and the Watertown to Oconomowoc Alternative Transportation project (requesting \$4.24 million in TAP funds)—would not be recommended for funding due to their high cost. He noted that while WisDOT’s TAP guidance (as provided in Exhibit A of Attachment A to these minutes) does not establish a maximum project cost threshold, WisDOT indicated in their TAP guidance that the limited funds in the 2014-2018 TAP award cycle may limit the program’s ability to fund projects requesting more than \$1 million in TAP funding. He stated that the third project that would not be recommended for funding under this alternative is the S. Fifth Avenue Extension Bicycle and Pedestrian Amenities project, based on the bicycle and pedestrian accommodations proposed for this project being intended to be part of a roadway project that is applying for Federal Surface Transportation Program-Milwaukee Urbanized Area, and as a result, these proposed bicycle and pedestrian accommodations being required by Trans 75. Mr. Yunker stated that as part of the draft Alternative 1 methodology the three projects that would not be recommended for years 2014-2018 TAP-STP funds would be prioritized for consideration by the State for the years 2015-2018 TAP funding available to projects statewide in the following order: 1.) the Waukesha to Brookfield Connector Bicycle-Pedestrian Facility project, 2.) the Watertown to Oconomowoc Alternative Transportation project, and 3.) the S. Fifth Avenue Extension Bicycle and Pedestrian Amenities project.

Mr. Yunker stated that under the second draft alternative methodology to prioritize and recommend projects for years 2014-2018 TAP-MUA funding (presented as Alternative 2 in Attachment A to these minutes), candidate projects proposing physical expansion and improvement to bicycle-pedestrian facilities would receive priority. He stated that three candidate projects—the Bicycle and Pedestrian Connectivity in the Root River Parkway and Surrounding Areas project, the Waukesha to Brookfield Connector Bicycle-Pedestrian Facility project, and the Watertown to Oconomowoc Alternative Transportation project—would be recommended for about \$4.10 million in years 2014-2018 TAP-MUA funding under this draft alternative methodology. He noted that as TAP funds allocated to the Milwaukee urbanized area could not be used for projects that are located outside of the urbanized area, only the portion of the Watertown to Oconomowoc Alternative Transportation project located within the Milwaukee urbanized area—\$707,190 of the requested \$4,243,142—would be recommended for years 2015-2018 funding. Mr. Yunker noted that should the Watertown to Oconomowoc project not receive the remainder of the requested funding of \$3,535,952 from the years 2014-2018 TAP funding available to projects statewide, and the result would be that the project would not proceed, then it would be proposed that the City of Milwaukee’s Citywide Bicycle Parking Program project be allocated \$547,016 in TAP funding and the remaining \$206,573 in years 2014-2018 TAP-MUA funding be allocated to the City of Milwaukee’s N. Emmber Lane and N. Plankinton Avenue Bridges Bicycle Plating project to fund improvements to one of the two bridges. He added that as part of the draft Alternative 2 methodology, the Commission would recommend to WisDOT that the remaining projects not recommended for years 2014-2018 TAP-MUA funding receive consideration by WisDOT for statewide TAP funding with the priority as identified in Table 4 of Attachment A to these minutes.

In response to an inquiry by Mr. Einweck, Mr. Yunker stated that safety was not specifically considered as a criterion in the development of the draft alternative methodologies, but many of the projects do address safety, in particular the SRTS projects.

In response to an inquiry by Ms. Bussler, Mr. Yunker stated that about one-sixth of the Watertown to Oconomowoc Alternative Transportation project proposed by Jefferson County is within the Milwaukee urbanized area. He noted that only the portion of the project located within the urbanized area would be eligible for years 2014-2018 TAP-MUA funding. Mr. Yunker stated that following the Committee being provided the draft alternative methodologies to prioritize and recommend projects for years 2014-2018 TAP-MUA funding, WisDOT Southeast Region staff recommended to the Commission staff that the Watertown to Oconomowoc project be considered for TAP funding available to projects statewide, and not with TAP funding allocated to the Milwaukee urbanized area, based on it being potentially difficult for WisDOT staff to administer the project with two different funding sources and it being unlikely that the project would be implemented if only the portion within the Milwaukee urbanized area is funded.

Responding to an inquiry from Mr. Wondra, Mr. Schmidt stated that the \$1 million project limit described in the WisDOT TAP guidance was not intended to be used as a criterion in prioritizing and selecting projects for TAP funding. He added that it was included to inform project sponsors of the limited availability of funding when they are considering projects to request funding. Mr. Yunker noted that the WisDOT TAP guidance document indicates that “WisDOT has not established a maximum project cost threshold, but the department is limited in its ability to fund projects requesting \$1 million or more. WisDOT anticipates significant oversubscription to TAP for the SFY 2014-2018 award cycle, which further limits the department’s ability to fund projects with costs that exceed \$1 million.”

Ms. Bussler indicated that the Waukesha to Brookfield Connector Bicycle-Pedestrian Facility project is of regional significance as it would provide a needed connection between the Oak Leaf and Hank Aaron trails in Milwaukee and Ozaukee Counties to the Glacial-Drumlin trail that connects the Cities of Waukesha and Madison. Mr. Boehm agreed that the connection of the existing facilities is necessary, but

stated that he believed that the project is of State significance and that it would be more appropriately funded with the years 2014-2018 TAP funding that is available to projects statewide.

Mr. Polenske stated that the City of Milwaukee has a number of projects requesting years 2014-2018 TAP funding. He stated that the proposed SRTS projects are very important to the City of Milwaukee. He also expressed support for the proposed bike share projects based on their potential to be part of the bike share system being developed in the City of Milwaukee bike share projects, noting that bike share programs work much better as larger systems.

Mr. Polenske made a motion that the Milwaukee TIP Committee recommend that the 12 candidate projects proposed for funding under the draft Alternative 1 methodology, as listed in Table 2 of Attachment A to these minutes, for years 2014-2018 TAP-MUA funding. The motion was seconded by Mr. Daniels, and Chairman Dranzik then asked if there was any discussion on the motion.

1. Responding to an inquiry by Mr. Schmidt, Mr. Yunker stated that the Milwaukee TIP Committee could approve the recommendation of the candidate projects proposed under either draft alternative methodology or it could choose to prioritize and recommend the candidate projects with a different methodology.
2. In response to an inquiry by Mr. Edgren, Mr. Yunker stated that the Commission staff does not have a preferred draft alternative methodology to prioritize and recommend projects for years 2014-2018 TAP-MUA funding. He added that the two draft alternative methodologies developed by Commission staff were intended to initiate discussion by the Milwaukee TIP Committee. He stated that the Commission staff, after review of the projects, believes that all of the candidate TAP projects in the Milwaukee urbanized area are good projects. He noted that based on the diversity of the types of candidate TAP projects being proposed, it would be difficult to develop uniform criteria to evaluate and prioritize the candidate TAP projects within WisDOT's schedule to approve projects for funding. He noted that WisDOT is currently attempting to develop a methodology to prioritize and select projects for years 2014-2018 TAP funding available statewide, and that another alternative methodology in evaluating and prioritizing projects for years 2014-2018 TAP-MUA funding could be to utilize the methodology to be developed by WisDOT.
3. Mr. Wantoch stated that if the 12 candidate projects proposed under the draft Alternative 1 methodology are recommended for years 2014-2018 TAP-MUA funding by the Milwaukee TIP Committee, he suggested that the Committee should consider a motion recommending to WisDOT that the 3 remaining projects not selected for TAP-MUA funds be considered for years 2014-2018 TAP funding available to projects statewide.
4. Mr. Grisa stated that he prefers the draft Alternative 2 methodology based on it funding the implementation of new bicycle facilities, noting that the proposed projects for funding under the draft Alternative 1 methodology seem to involve enhancing existing facilities or expansion of existing programs. Mr. Polenske stated that the proposed projects under the draft Alternative 1 methodology would fund 12 candidate projects, rather than 3 projects, and would provide a greater benefit to the Region. He added that he supports the proposed Waukesha to Brookfield Connector Bicycle-Pedestrian Facility project, but believes the proposed 12 candidate projects proposed under the draft Alternative 1 methodology should be recommended for funding.
5. In response to an inquiry by Mr. Einweck, Mr. Yunker stated that under MAP-21, TAP is now the only Federal funding source for SRTS-type projects. Responding to another inquiry by Mr. Einweck, Mr. Yunker stated that under the draft Alternative 1 methodology, the 3 remaining projects that would not be recommended for years 2014-2018 TAP-MUA funding would be

recommended to WisDOT for consideration of years 2014-2018 TAP funding available to projects statewide. He noted however that WisDOT has received 69 projects requesting about \$49 million in years 2014-2018 TAP funding with only about \$11.5 million available—about \$5.5 million in years 2014-2018 funding available to projects within the urbanized areas within the State with populations over 200,000 and about \$6 million in years 2014-2018 funding available to projects available statewide. Mr. Grisa stated that it may be unlikely that candidate TAP projects located within the larger urbanized areas that were not recommended for their allocation of funding would be selected for years 2014-2018 TAP funding available to projects statewide.

6. In response to an inquiry by Mr. Wondra, Mr. Yunker stated that bicycle facilities are also eligible for Federal Congestion, Mitigation, and Air Quality Improvement Program (CMAQ) funding.
7. Mr. Evans suggested that the Milwaukee TIP Committee consider an alternative methodology that would evaluate and recommend projects for years 2014-2018 TAP-MUA funding based on first considering funding the top priority candidate project of each project sponsor. He noted that such projects (excluding the Watertown to Oconomowoc Alternative Transportation project located predominately outside of the Milwaukee urbanized area) are requesting a total of about \$5.53 million in years 2014-2018 TAP funding, exceeding the about \$4.15 million in available years 2014-2018 TAP-MUA funding. He also suggested that there could potentially be projects that could proceed with partial TAP funding or could be reduced in scope in order to reduce the requested Federal funding of the project sponsor's top priority projects to \$4.15 million.
8. Mr. Einweck suggested that the Milwaukee TIP Committee consider first prioritizing the proposed SRTS projects for years 2014-2018 TAP-MUA funding, and then determine which candidate projects could be recommended for the remaining TAP-MUA funding. Mr. Grisa noted that the amount of funding being requested by the 4 proposed SRTS projects total about the same as the Jefferson County project, and suggested that these projects could be recommended instead of the Jefferson County project as part of the draft Alternative 2 methodology.
9. Mr. Yunker stated that the City of Milwaukee representatives had requested Commission staff to postpone this meeting, as the meeting date is a mandated furlough day for the City. He stated that because this meeting was being held beyond WisDOT's target date to receive the recommended project for years 2014-2018 TAP funding allocated to the large urbanized areas and not wanting to affect WisDOT's schedule of project selection for years 2014-2018 TAP funding available to projects statewide, the Commission staff did not want to postpone the meeting. As a result, the Commission staff agreed that for this meeting only the City of Milwaukee Committee members in attendance would be allowed to represent and vote for the City members that were not in attendance. Mr. Yunker stated that this was permitted in fairness to the furloughed City of Milwaukee Committee members who could not be in attendance of the meeting because of the mandated furlough day, noting that the City Committee members in attendance were doing so on their own time. In response to an inquiry by Ms. Bussler, Mr. Yunker explained that the change in the voting procedure would be specific to this meeting and that it was not a new voting policy for the Committee.
10. Mr. Wantoch made a motion that the Milwaukee TIP Committee break so that a potential third alternative methodology could be developed to modify draft Alternative 2 to replace the Watertown-Oconomowoc Alternative Transportation project with candidate SRTS projects, as was suggested by Mr. Grisa. The motion was seconded by Mr. Evans and was passed unanimously by the Committee.

Following the meeting being reconvened by Chairman Dranzik, Mr. Yunker stated that a potential third alternative methodology that could be considered by the Milwaukee TIP Committee would consist of recommending for years 2014-2018 TAP-MUA funding would consist of the Milwaukee County Parks Department's Bicycle and Pedestrian Connectivity in the Root River and Surrounding Areas project (\$860,672), the Waukesha to Brookfield Connector Bicycle-Pedestrian Facility in Waukesha County (\$2,532,984), and the proposed SRTS projects by the City of Milwaukee, Milwaukee Public Schools, and Wauwatosa School District (combined total of \$750,660). He added that the total amount of years 2014-2018 TAP-MUA funding that would be recommended under this potential alternative methodology would be about \$4.14 million. He noted that the City of Oak Creek's proposed SRTS project could not be included in this potential alternative.

11. Mr. Grisa suggested that the available years 2014-2018 TAP-MUA funding not be used for bike share programs, noting his preference for the funding to be used for the construction of bicycle/pedestrian facilities.

With no further discussion, Chairman Dranzik called for a vote for the motion that the Milwaukee TIP Committee recommend that the 12 candidate projects proposed for funding under the draft Alternative 1 methodology, as listed in Table 2 of Attachment A of these minutes, for years 2014-2018 TAP-MUA funding. He reminded the Committee members that the votes by Mr. Polenske and Mr. Yaccarino would as well represent the four City of Milwaukee committee members who were not in attendance due to the City's mandated furlough day. The motion was approved on a vote of 11 ayes and 7 nays, with Ms. Bussler, Mr. Engelking, Mr. Edgren, Mr. Wondra, Mr. Grisa, Mr. Einweck, and Mr. Evans voting against the motion.

Mr. Wantoch made a motion that the Commission staff, in transmitting the list of projects recommended for years 2014-2018 TAP-MUA funding to WisDOT, to indicate that the Milwaukee TIP Committee also recommended that the Waukesha County's Waukesha to Brookfield Connector Bicycle-Pedestrian Facility project be considered by WisDOT for years 2014-2018 TAP funding available to projects statewide. The motion was seconded by Mr. Evans and was passed unanimously.

Mr. Yunker stated that for the next TAP funding cycle, the Commission staff will attempt to develop with this Committee criteria to evaluate and prioritize candidate projects for TAP funding allocated to the Milwaukee urbanized area.

[Secretary's Note: On August 4, 2014, WisDOT announced that the 12 candidate projects recommended by the Milwaukee TIP Committee were approved for years 2014-2018 TAP-MUA funding. As well, it was announced that Waukesha County's Waukesha to Brookfield Connector Bicycle-Pedestrian Facility project was approved for years 2014-2018 TAP funding available to projects statewide.]

UPDATE ON YEARS 2015-2018 FEDERAL SURFACE TRANSPORTATION PROGRAM-MILWAUKEE URBANIZED AREA (STP-M) FUNDING

Mr. Yunker stated that the Milwaukee TIP Committee at its meeting held on October 4, 2013, had approved a list of candidate projects for years 2015-2018 Federal Highway Administration Surface Transportation Program – Milwaukee Urbanized Area (STP-M) funding. He noted that one of the projects approved by the Committee for years 2015-2018 funding—the City of Milwaukee's project to reconstruct Humboldt Boulevard between North Avenue and Keefe Avenue—was approved for partial funding (receiving about \$2.52 million of the requested about \$4.79 million), and was recommended to be the first project to receive additional funding should projects selected for funding become deferred or delayed. Mr. Yunker stated that following the October 4th meeting, Milwaukee County indicated to Commission staff

of their willingness to relinquish the \$2.78 million in years 2015-2018 STP-M funding awarded to their project to reconstruct Layton Avenue (CTH Y) between S. Howell Avenue and S. Pennsylvania Avenue, as the County will receive Federal Surface Transportation Program – Freight funds for this project. Mr. Yunker stated that the City of Milwaukee is now considering whether to postpone their project to reconstruct Humboldt Boulevard until the next funding cycle to permit the funding or partial funding of three candidate STP-M projects in the City of Greenfield, the City of Oak Creek, and the Village of Germantown. He added that these three candidate projects were not approved for years 2015-2018 STP-M funding, but were either approved for STP-M funding in a previous funding cycle for preliminary engineering and right-of-way acquisition or had completed with local funds preliminary engineering for the project to State and Federal standards. He noted that the potentially available about \$5.30 million in STP-M funding would be less than the amount of funding requested by the three communities for their projects. He stated that staffs from the Commission, WisDOT, the four communities, and Milwaukee County are scheduled to meet on May 27, 2014, to discuss these three projects should the City of Milwaukee choose to defer their Humboldt Boulevard project. He stated that should the City of Milwaukee choose to defer this project, the City would be requesting that their project to reconstruct Humboldt Boulevard would be prioritized first for receiving any additional years 2015-2018 STP-M funding should they become available, and that if additional funding does not become available for their project, then they would request that this project receive first priority in the next STP-M funding cycle. Mr. Yunker stated that should there be concurrence by the four communities, Milwaukee County, and WisDOT, the proposed reallocation of years 2015-2018 STP-M funding would be presented to the Milwaukee TIP Committee for its consideration of approval at a future meeting.

ADJOURNMENT

There being no further business to come before the Milwaukee TIP Committee, the meeting was adjourned at 10:39 a.m. on a motion from Mr. Grisa, seconded by Mr. Einweck, and carried unanimously by the Milwaukee TIP Committee.

Respectfully Submitted,

Kenneth R. Yunker
Acting Secretary

Attachment A

SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

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STAFF MEMORANDUM

TO: Members of the Advisory Committee on Transportation System Planning and Programming for the Milwaukee Urbanized Area

FROM: Southeastern Wisconsin Regional Planning Commission Staff

DATE: May 12, 2014

SUBJECT: DRAFT ALTERNATIVE METHODOLOGIES FOR PRIORITIZING AND SELECTING PROJECTS IN THE MILWAUKEE URBANIZED AREA UNDER THE TRANSPORTATION ALTERNATIVES PROGRAM

There is a need at this time to select those transportation projects to be funded in the years 2014 through 2018 with Federal Highway Administration Transportation Alternatives Program (TAP) funding designated for the Milwaukee urbanized area. The *Moving Ahead for Progress in the 21st Century Act* (MAP-21) Federal transportation legislation enacted in 2012 created TAP to provide funding for a range of alternative transportation projects. The TAP is intended to be a new, single source of funding for such projects. The Federal TAP funding for the Milwaukee urbanized area incorporates the following two Wisconsin Department of Transportation (WisDOT) multi-modal Federally funded transportation improvement programs:

- Safe Routes to School (SRTS)
- Transportation Enhancements (TE)

Taking into account previous SRTS and TE project commitments within the Milwaukee urbanized area, WisDOT has indicated that a total of approximately \$4.15 million in Federal TAP funding is available to the Milwaukee urbanized area for State fiscal years 2014 through 2018.

The project solicitation process and eligibility requirements were documented in guidelines developed by WisDOT for the new program, in accordance with Federal TAP requirements, and are included as Exhibit A to this memorandum.

Eligible projects being considered for Federal TAP Milwaukee urbanized area funding went through a two-step application procedure. First, pre-scoping applications were to be submitted to WisDOT by December 13, 2013. WisDOT evaluated the pre-scoping applications to determine if proposed projects satisfied program requirements including eligibility for Federal TAP funding, and then forwarded the eligible pre-scoping applications to the Metropolitan Planning Organizations (MPO) for each urbanized area in the State over 200,000 in population. The WisDOT evaluation criteria are provided as Exhibit B to this memorandum. MPO staff then worked with applicants on addressing any issues in their applications

Attachment A (continued)

which had been identified by WisDOT staff. Potential applicants then needed to submit their applications to WisDOT by March 28, 2014. The list of eligible candidate projects for Federal TAP funding for the Milwaukee urbanized area is provided in Table 1.

There are a total of 15 candidate projects within the Milwaukee urbanized area to be prioritized and selected for funding as part of the second step of the TAP application process. The 15 candidate projects are requesting a total of \$7.61 million¹ in Milwaukee urbanized area TAP funding (see Table 1). The Commission—working with local officials through this Advisory Committee—is responsible for prioritizing the 15 candidate projects in the Milwaukee urbanized area and selecting the projects which will receive Milwaukee urbanized area TAP funding. For consideration by this Advisory Committee, Commission staff has developed two draft alternative methodologies for prioritizing and selecting projects to receive TAP funding allocated to the Milwaukee urbanized area. Projects not selected to receive Milwaukee urbanized area TAP funding will be considered for funding under a statewide TAP, which also will include the former State Bicycle and Pedestrian Facilities Program (BPFR) funding. WisDOT will conduct the prioritization and selection of candidate TAP projects for the statewide TAP.

Alternative 1

Under this alternative, 12 of the 15 candidate projects would be selected for funding (see Table 2). Two candidate projects would not be selected for funding due to their high cost. WisDOT's TAP guidance does not establish a maximum project cost threshold, but the Department indicated that the TAP's limited funding in the SFY 2014-2018 award cycle will limit the program's ability to fund projects requesting more than \$1 million in TAP funding. The two candidate projects requesting TAP funding exceeding \$1 million are:

- The Waukesha to Brookfield Connector Bicycle-Pedestrian Facility project which requested a total of \$2.53 million in TAP funds.
- The Watertown to Oconomowoc Alternative Transportation project (pedestrian-bicycle facility) which requested \$4.24 million in TAP funds.

The third project not recommended for funding is the S. Fifth Avenue Extension Bicycle and Pedestrian Amenities project. The proposed bicycle and pedestrian improvements are required by Trans 75 and this project is applying for Federal Surface Transportation Program-Milwaukee Urbanized Area funding.

The remaining 12 candidate projects would receive \$4.14 million in TAP funding allocated to the Milwaukee urbanized area.

In addition, it would be recommended to WisDOT that the three projects not funded with Milwaukee urbanized area TAP funds receive consideration by WisDOT for funding with statewide TAP funds, with the following priority:

¹ Includes \$707,190 for the approximately one-sixth of the Watertown to Oconomowoc Alternative Transportation project which is located within the Milwaukee urbanized area.

Table 1

CANDIDATE TRANSPORTATION ALTERNATIVES PROGRAM (TAP) PROJECTS WITHIN THE MILWAUKEE URBANIZED AREA: STATE FISCAL YEARS 2015, 2016, 2017, AND 2018

| Project Sponsor | Project Sponsor Priority | Project Description | Federal Funds Requested | | | | | | | | |
|--|--------------------------|---|-------------------------|------------|-----------|-------|-----------|-------|-----------|-----------|---------|
| | | | 2015 | | 2016 | | 2017 | 2018 | Total | | |
| Milwaukee County Parks Department | 1 | Bicycle and Pedestrian Connectivity in the Root River Parkway and Surrounding Areas | \$107,584 | P.E. | \$753,088 | Const | \$ - | \$ - | \$860,672 | | |
| City of Milwaukee | 1 | City/County Coordinated Trail and Bicycle Facilities Signage Plan ^a | 152,000 | P.E. | -- | | -- | -- | 152,000 | | |
| | 2 | Safe Routes to School Policy and School-Specific Plans Development | -- | | 254,400 | N.I. | -- | -- | 254,400 | | |
| | 3 | Interactive Bicycle Mapping Applications | 144,000 | N.I. | -- | | -- | -- | 144,000 | | |
| | 4 | Citywide Bicycle Parking Program | 77,411 | N.I. | 469,605 | Const | -- | -- | 547,016 | | |
| | 5 | N. Emmer Lane and N. Plankinton Avenue Bridges Bicycle Plating | -- | | -- | | 56,276 | P.E. | 356,416 | Const | 412,692 |
| Milwaukee Public Schools | 1 | Safe Routes to School Education Program | -- | | 148,528 | N.I. | 148,528 | N.I. | 148,528 | N.I. | 445,584 |
| City of Oak Creek | 1 | South Fifth Avenue Extension Bicycle and Pedestrian Amenities | -- | | 264,563 | Const | -- | -- | 264,563 | | |
| | 2 | Development of a Safe Routes to School Plan | 48,000 | N.I. | -- | | -- | -- | 48,000 | | |
| Village of Shorewood | 1 | Shorewood Bike Share Program | 46,712 | P.E. | 351,896 | Const | -- | -- | 398,608 | | |
| Waukesha County | 1 | Waukesha to Brookfield Connector Bicycle-Pedestrian Facility | 330,389 | P.E. | -- | | 2,202,595 | Const | -- | 2,532,984 | |
| City of Wauwatosa | 1 | Wauwatosa Bike Share Program | 68,511 | P.E. | 358,124 | Const | -- | -- | 426,635 | | |
| Wauwatosa School District | 1 | Neighborhood Safe Routes Collaboration Program | -- | | 16,892 | N.I. | 16,892 | N.I. | 16,892 | N.I. | 50,676 |
| City of West Allis | 1 | West Allis Bike Share Program | 46,800 | P.E. | 352,560 | Const | -- | -- | 399,360 | | |
| Jefferson County ^b Parks Department | 1 | Watertown to Oconomowoc Alternative Transportation | 707,190 | P.E. Const | -- | | -- | -- | 707,190 | | |

P.E. = Preliminary Engineering, R.O.W.= Right of Way Acquisition, Const = Construction, N.I. = Non-Infrastructure

Source: Wisconsin Department of Transportation and SEWRPC

^a The City of Milwaukee is partnering with the Milwaukee County Parks Department.

^b About one-sixth of this project is located within the Milwaukee urbanized area. The amount of TAP funds shown in this table is one-sixth of the total \$4,243,142 in TAP funds being requested for the project.

Table 2

TRANSPORTATION ALTERNATIVES PROGRAM (TAP) PROJECTS WITHIN THE
MILWAUKEE URBANIZED AREA SELECTED UNDER ALTERNATIVE 1: STATE FISCAL YEARS 2015, 2016, 2017, AND 2018

| Project Sponsor | Project Sponsor Priority | Project Description | Federal Funds Requested | | | | |
|-----------------------------------|--------------------------|---|-------------------------|-----------------|--------------|---------------|-----------|
| | | | 2015 | 2016 | 2017 | 2018 | Total |
| Milwaukee County Parks Department | 1 | Bicycle and Pedestrian Connectivity in the Root River Parkway and Surrounding Areas | \$107,584 P.E. | \$753,088 Const | \$- - | \$- - | \$860,672 |
| City of Milwaukee | 1 | City/County Coordinated Trail and Bicycle Facilities Signage Plan ^a | 152,000 P.E. | -- | -- | -- | 152,000 |
| | 2 | Safe Routes to School Policy and School-Specific Plans Development | -- | 254,400 N.I. | -- | -- | 254,400 |
| | 3 | Interactive Bicycle Mapping Applications | 144,000 N.I. | -- | -- | -- | 144,000 |
| | 4 | Citywide Bicycle Parking Program | 77,411 N.I. | 469,605 Const | -- | -- | 547,016 |
| | 5 | N. Emmer Lane and N. Plankinton Avenue Bridges Bicycle Plating | -- | -- | 56,276 P.E. | 356,416 Const | 412,692 |
| Milwaukee Public Schools | 1 | Safe Routes to School Education Program | -- | 148,528 N.I. | 148,528 N.I. | 148,528 N.I. | 445,584 |
| City of Oak Creek | 2 | Development of a Safe Routes to School Plan | 48,000 N.I. | -- | -- | -- | 48,000 |
| Village of Shorewood | 1 | Shorewood Bike Share Program | 46,712 P.E. | 351,896 Const | -- | -- | 398,608 |
| City of Wauwatosa | 1 | Wauwatosa Bike Share Program | 68,511 P.E. | 358,124 Const | -- | -- | 426,635 |
| Wauwatosa School District | 1 | Neighborhood Safe Routes Collaboration Program | -- | 16,892 N.I. | 16,892 N.I. | 16,892 N.I. | 50,676 |
| City of West Allis | 1 | West Allis Bike Share Program | 46,800 P.E. | 352,560 Const | -- | -- | 399,360 |

P.E. = Preliminary Engineering, R.O.W.= Right of Way Acquisition, Const = Construction, N.I. = Non-Infrastructure

Source: Wisconsin Department of Transportation and SEWRPC

^a The City of Milwaukee is partnering with the Milwaukee County Parks Department.

- 1) Waukesha to Brookfield Connector Bicycle-Pedestrian Facility project—first priority because it would be expected to serve more utilitarian trips as opposed to recreational trips than the Watertown to Oconomowoc bicycle-pedestrian facility.
- 2) Watertown to Oconomowoc Alternative Transportation project—second priority
- 3) S. Fifth Avenue Extension Bicycle and Pedestrian Amenities project—third priority because the proposed bicycle and pedestrian improvements are required by Trans 75 since the project is applying for Federal Surface Transportation Program-Milwaukee Urbanized Area funding.

Alternative 2

Under this alternative, TAP candidate projects proposing physical expansion and improvement of bicycle-pedestrian facilities would receive priority. Three candidate bicycle-pedestrian facility projects would receive \$4.10 million in TAP funding allocated to the Milwaukee urbanized area (see Table 3). If the Watertown to Oconomowoc bicycle-pedestrian facility would not receive the remainder of its requested funding of \$3,535,952 from the Statewide TAP program, and the result would be that the project would not proceed, then it would be proposed that the City of Milwaukee bicycle parking program be allocated \$547,016 in TAP funding and the remaining \$206,573 in Milwaukee urbanized area TAP funding be allocated to the City of Milwaukee's N. Emmer Lane and N. Plankinton Avenue Bridges Bicycle Plating project to fund improvements to one of the two bridges.

The Commission would recommend to WisDOT that the remaining projects not recommended for TAP funding allocated to the Milwaukee urbanized area receive consideration by WisDOT for statewide TAP funding, with the priority identified in Table 4.

* * *

Table 3

**TRANSPORTATION ALTERNATIVES PROGRAM (TAP) PROJECTS WITHIN THE
MILWAUKEE URBANIZED AREA SELECTED UNDER ALTERNATIVE 2: STATE FISCAL YEARS 2015, 2016, 2017, AND 2018**

| Project Sponsor | Project Sponsor Priority | Project Description | Federal Funds Requested | | | | | | |
|--|--------------------------|---|-------------------------|---------------|-----------|-----------|-------|------|-----------|
| | | | 2015 | 2016 | 2017 | 2018 | Total | | |
| Milwaukee County Parks Department | 1 | Bicycle and Pedestrian Connectivity in the Root River Parkway and Surrounding Areas | \$107,584 | P.E. | \$753,088 | Const | \$ - | \$ - | \$860,672 |
| Waukesha County | 1 | Waukesha to Brookfield Connector Bicycle-Pedestrian Facility | 330,389 | P.E. | -- | 2,202,595 | Const | -- | 2,532,984 |
| Jefferson County ^a Parks Department | 1 | Watertown to Oconomowoc Alternative Transportation | 707,190 | P.E. Const | -- | -- | -- | -- | 707,190 |

P.E. = Preliminary Engineering, R.O.W.= Right of Way Acquisition, Const = Construction, N.I. = Non-Infrastructure

Source: Wisconsin Department of Transportation and SEWRPC

^a About one-sixth of this project is located within the Milwaukee urbanized area. The amount of TAP funds shown in this table is one-sixth of the total \$4,243,142 in TAP funds being requested for the project.

Table 4

PRIORITIZATION OF TRANSPORTATION ALTERNATIVES PROGRAM (TAP) PROJECTS WITHIN THE MILWAUKEE URBANIZED AREA RECOMMENDED FOR STATEWIDE TAP FUNDING UNDER ALTERNATIVE 2: STATE FISCAL YEARS 2015, 2016, 2017, AND 2018^a

| Recommended Prioritization for Statewide TAP Funding | Project Sponsor | Project Sponsor Priority | Project Description | Federal Funds Requested | | | | | | | |
|--|---------------------------|--------------------------|--|-------------------------|---------|-----------|---------|---------|---------|-----------|---------|
| | | | | 2015 | 2016 | 2017 | 2018 | Total | | | |
| 1 | City of Milwaukee | 4 | Citywide Bicycle Parking Program | \$77,411 | N.I. | \$469,605 | Const | -- | -- | \$547,016 | |
| 2 | City of Milwaukee | 5 | N. Emmer Lane and N. Plankinton Avenue Bridges Bicycle Plating | -- | -- | 56,276 | P.E. | 356,416 | Const | 412,692 | |
| 3 | Village of Shorewood | 1 | Shorewood Bike Share Program | 46,712 | P.E. | 351,896 | Const | -- | -- | 398,608 | |
| | City of Wauwatosa | 1 | Wauwatosa Bike Share Program | 68,511 | P.E. | 358,124 | Const | -- | -- | 426,635 | |
| | City of West Allis | 1 | West Allis Bike Share Program | 46,800 | P.E. | 352,560 | Const | -- | -- | 399,360 | |
| 4 | City of Milwaukee | 2 | Safe Routes to School Policy and School-Specific Plans Development | -- | 254,400 | N.I. | -- | -- | -- | 254,400 | |
| | Milwaukee Public Schools | 1 | Safe Routes to School Education Program | -- | 148,528 | N.I. | 148,528 | N.I. | 148,528 | N.I. | 445,584 |
| | City of Oak Creek | 2 | Development of a Safe Routes to School Plan | 48,000 | N.I. | -- | -- | -- | -- | 48,000 | |
| | Wauwatosa School District | 1 | Neighborhood Safe Routes Collaboration Program | -- | 16,892 | N.I. | 16,892 | N.I. | 16,892 | N.I. | 50,676 |
| 5 | City of Milwaukee | 1 | City/County Coordinated Trail and Bicycle Facilities Signage Plan ^b | 152,000 | P.E. | -- | -- | -- | -- | 152,000 | |
| | City of Milwaukee | 3 | Interactive Bicycle Mapping Applications | 144,000 | N.I. | -- | -- | -- | -- | 144,000 | |
| 6 | City of Oak Creek | 1 | South Fifth Avenue Extension Bicycle and Pedestrian Amenities | -- | 264,563 | Const | -- | -- | -- | 264,563 | |

P.E. = Preliminary Engineering, R.O.W.= Right of Way Acquisition, Const = Construction, N.I. = Non-Infrastructure

Source: Wisconsin Department of Transportation and SEWRPC

^a This prioritization assumes the Watertown to Oconomowoc Alternative Transportation project (bicycle/pedestrian facility) would receive funding under the statewide TAP.

^b The City of Milwaukee is partnering with the Milwaukee County Parks Department.



Wisconsin Department of Transportation 2014-2018 Transportation Alternatives Program Guidelines

Updated April 2014





**Wisconsin Department of Transportation (WisDOT)
Transportation Alternatives Program (TAP) Goals**

- WisDOT and all partners in TAP project delivery will strive to deliver projects according to the budget and timeline as outlined in complete and accurate project applications.
- WisDOT will select and administer TAP projects in a manner that best reflects national performance goals as established by the *Moving Ahead for Progress in the 21st Century Act* as well as performance measures established by the State and the Department.
- WisDOT will select, administer, and report on TAP projects in order to best demonstrate the benefits of quality multi-modal projects.

WisDOT 2014-2018 Local Program Guidelines

Transportation Alternatives Program

October 2013

Purpose and Description

These guidelines provide direction to applicants for funding in the WisDOT 2014-2018 TAP award cycle.

TAP is a comprehensive federal funding program that was created by the *Moving Ahead for Progress in the 21st Century Act* (MAP-21), federal transportation legislation that was signed into law in July 2012 and effective as of October 1, 2012. TAP “provide[s] for a variety of alternative transportation projects, including many that were previously eligible activities under separately funded programs.”¹

TAP incorporates the following three WisDOT multi-modal transportation improvement programs:

- Safe Routes to School (SRTS);
- Transportation Enhancements (TE); and
- The Bicycle & Pedestrian Facilities Program (BPPF).

WisDOT previously administered these programs as three distinct federal funding categories based upon the statutory requirements of the *Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users* (SAFETEA-LU), as well as previous federal transportation legislation.

Beginning with the state fiscal year (SFY) 2014-2018 award cycle, WisDOT will merge previously distinct programs to streamline the application process and align multi-modal program administration with other federal transportation improvement programs. With exceptions that are explained within these guidelines, projects that met eligibility criteria for SRTS, TE, or BPPF will constitute eligible TAP projects.



Significant changes that resulted from the transition from SAFETEA-LU to MAP-21 are noted throughout these guidelines by “NEW” icons or green brackets.

Sponsors of projects that were approved prior to this 2014-2018 TAP award cycle should refer primarily to the guidelines and other program documentation that were in effect at the time of project approval.

¹ Source: Federal Highway Administration TAP Fact Sheet, <http://www.fhwa.dot.gov/map21/tap.cfm>.

Federal and State TAP Funding

The 2013-15 Wisconsin biennial budget funded TAP at the following levels:

| | |
|-----------------|--|
| SFY 2014 | \$6,951,800 (Federal funds) |
| | \$1,000,000 (State funds for bicycle-pedestrian facilities only) |
| SFY 2015 | \$7,049,300 (Federal funds) |
| | \$1,000,000 (State funds for bicycle-pedestrian facilities only) |

Federal law mandates that WisDOT distribute approximately half of the above-listed TAP funds to Transportation Management Areas (TMAs) according to discussion below in the ‘Project Application Review Process and Schedule’ section of these guidelines. TMAs, or areas over 200,000 in population, are listed on page 14 of these guidelines.

WisDOT is programming TAP projects for the SFY 2014-2018 award cycle under the assumption that the State Legislature will fund TAP approximately at SFY 2014 & 2015 levels throughout the duration of the award cycle. The department reserves the right to adjust program budget and scheduling according to any future changes in the federal or state TAP funding.

WisDOT undertakes multi-year programming commitments to ensure that projects efficiently utilize Wisconsin’s federal funding resources as funding is made available. Multi-year programming addresses the time necessary to select and approve projects, obtain local funding commitments, acquire real estate if applicable, and to design and construct infrastructure projects.



State DOTs have flexibility to distribute TAP funding among all eligible categories. As compared to SAFETEA-LU, WisDOT is not required to distribute TAP funds to particular funding categories such as SRTS or TE. The only exception is the requirement that WisDOT fund bicycle-pedestrian facilities with the annual budget of \$1 million of state funds.

TAP Eligibility

Local Sponsor Eligibility for TAP Funding

The following entities may sponsor TAP projects:²

- Local governments;
- Regional transportation authorities;
- Transit agencies;
- Natural resource or public land agencies;
- School districts, local education agencies, or schools;
- Tribal governments; and
- Any other local or regional governmental entity with responsibility for oversight of transportation or recreational trails (other than a metropolitan planning organization or a State agency) . . .

² Source: Federal Highway Administration TAP Guidance, <http://www.fhwa.dot.gov/map21/guidance/guidetap.cfm>.

Applicants should note the following sponsor eligibility changes as compared to the SRTS, TE, and BFPF programs:

- Private, non-profit entities cannot sponsor TAP projects;
- With the exception of the Wisconsin Department of Natural Resources, Wisconsin state agencies cannot sponsor TAP projects; and
- Metropolitan planning organizations cannot sponsor TAP projects. However, Regional Planning Commissions (RPCs) are eligible sponsors because RPCs are considered regional transportation authorities.

These ineligible sponsors may partner with eligible sponsors to implement TAP projects.

Eligible sponsors are local entities with taxing authority that can guarantee matching funds to carry out the proposed project. **WisDOT operates TAP as a reimbursement program that requires local entities to finance the project.** WisDOT reimburses project sponsors for the federal share of 80% of the approved project cost up to the limit of the award.

All TAP projects, including those within the SRTS eligibility category, require project sponsors to pay 20% of approved project costs.



Private entities may apply for funds indirectly through an eligible public sponsor. If a private entity is providing matching project funds, a public-private agreement must outline at the time of application how the private group will transfer funds to the public sponsor. WisDOT must reimburse a public sponsor and cannot reimburse funds directly to private organizations. Federal regulations require that TAP projects be under public ownership or control and require the sponsor's guarantee that the project will be maintained for its useful life.

Project Eligibility

Pursuant to federal requirements as established by MAP-21, a proposed project must meet the following criteria in order to qualify for TAP funding:

- (1) The project must fit within one of the federal eligibility categories and must comply with any additional WisDOT TAP policies as outlined in these guidelines;
- (2) The project must relate to surface transportation;
- (3) The project must have an eligible sponsor; and
- (4) The project must be selected through a competitive process.

Attachment A (continued)

Exhibit A (continued)

The following Transportation Enhancement project categories are not eligible TAP projects:

- Provision of safety and educational activities for pedestrians and bicyclists, except SRTS activities;
- Establishment of transportation museums;
- Operation of historic transportation facilities;
- Preservation and rehabilitation of historic buildings, structures, or facilities that have no relation to transportation;
- Archeological planning and research that is not related to impacts of a transportation project;
- Acquisition of scenic easements and scenic or historic sites; and
- Scenic or historic highway programs.

Federal law permits project sponsors to utilize TAP funds within the following categories:

- Construction, planning, and design of on-road and off-road trail facilities for pedestrians, bicyclists, and other non-motorized forms of transportation;
- Construction, planning, and design of infrastructure-related projects and systems that will provide safe routes for non-drivers;
- Conversion and use of abandoned railroad corridors for trails for pedestrians, bicyclists, or other non-motorized transportation users;
- Construction of turnouts, overlooks, and viewing areas;
- Community improvement activities, including:
 - Inventory, control, or removal of outdoor advertising;
 - Historic preservation and rehabilitation of historic transportation facilities;
 - Vegetation management practices in transportation rights-of-way; and
 - Archaeological activities relating to impacts from implementation of a transportation project;
- Any environmental mitigation activity;
- The recreational trails program;
- The Safe Routes to School (SRTS) program; and
- Planning, designing, or constructing boulevards and other roadways largely in the right-of-way of former Interstate System routes or other divided highways.

Reference to additional eligibility information is especially important for the below-listed TAP categories, which were not previously eligible pursuant to SAFETEA-LU:

- [Construction, planning, and design of infrastructure-related projects and systems that will provide safe routes for non-drivers;](#)
- Planning, designing, or constructing boulevards and other roadways largely in the right-of-way of former Interstate System routes or other divided highways.

Sponsors should review the ‘WisDOT Policies’ section immediately below because state policies and procedures may modify or eliminate certain federally eligible TAP project categories.

The National Transportation Alternatives Clearinghouse (NTAC) has useful and detailed fact sheets available for most eligible TAP categories. Applicants are strongly encouraged to refer to these fact sheets, available at http://www.ta-clearinghouse.info/10_definitions, and contact WisDOT staff with any specific TAP eligibility questions. WisDOT staff contact information is provided at the end of these guidelines. For project applicants who are specifically interested in changes to TAP as compared to the previous Transportation Enhancements funding program, please refer to the NTAC memorandum entitled *MAP-21 and Its Effects on Transportation Enhancements*, which is available on the [WisDOT TE Website](#).

Please note that WisDOT region staff may request revised or additional information from project applicants in order to resolve any eligibility issues prior to submitting applications for funding consideration. **Failure to provide a complete application or to provide supplementary information requested by WisDOT may preclude an application from consideration for receipt of TAP funding.** WisDOT reserves the right to deny ineligible project budget line items even after project sponsors submit detailed engineering work for WisDOT review. Applicants can minimize potential eligibility issues by submitting applications and attachments as early as possible to allow WisDOT region staff to provide substantive technical assistance.

WisDOT Policies

WisDOT has utilized the flexibility afforded to state DOTs pursuant to federal law to establish the following state policies regarding TAP project eligibility.

Bicycle-Pedestrian Facilities

WisDOT policies place considerable emphasis on bicycle and pedestrian facilities that will serve at least some utilitarian trips—such as commuting to work or school—that might otherwise be made by automobile. Note that this category includes on-road and off-road facilities.

Outdoor Advertising & Vegetation Management

Because of limited funding for multi-modal transportation improvement programs and availability of alternative funding resources, in the 2014-2018 TAP award cycle WisDOT will continue its historic policy decision not to utilize TAP funds for outdoor advertising or stand-alone vegetation management projects.

Recreational Trails Program

The Wisconsin Department of Natural Resources (WisDNR) administers Recreational Trails Program funding. Local entities that are interested in this eligibility category should not utilize the WisDOT TAP application process. Instead, please visit the WisDNR website <http://dnr.wi.gov/Aid/RTA.html>. WisDOT allocates approximately \$2 million annually to WisDNR for the Recreational Trails Program. This program is an alternative funding option for applicants seeking funding for motorized trails, which are not generally funded through other TAP eligibility categories. Motorized trail use is discussed further below in the paragraph titled ‘All Terrain Vehicle (ATV), Snowmobile and Equestrian Use Policy.’

Historic Project Requirements



The table below summarizes changes to historical transportation project requirements as a result of the transition from SAFETEA-LU to MAP-21.

| <u>SAFETEA-LU</u> | <u>MAP-21</u> |
|--|---|
| Historic transportation buildings, structures, or facilities were eligible projects. | TAP eligibility is limited to historic transportation facilities as described in the bullet points below. |
| Preservation, rehabilitation and operation were eligible activities. | Only preservation and rehabilitation are eligible activity. Operation is an ineligible expense. |

Pursuant to MAP-21, eligible historic transportation facilities include:

- ▶ Restoration and reuse of historic buildings with strong link to transportation history;
- ▶ Restoration and reuse of historic buildings for transportation related purposes;
- ▶ Interpretive displays at historic sites;
- ▶ Access improvements to historic sites and buildings;
- ▶ Restoration of railroad depots, bus stations, and lighthouses; and
- ▶ Rehabilitation of rail trestles, tunnels, bridges, and canals.

WisDOT requires historic projects to meet the additional test of eligibility for the National or Wisconsin Register(s) of Historic places, or an official local historic register based on an adopted local landmarks ordinance. If a project does not already have register status, applicants may submit requisite documentation to the Wisconsin Historical Society to determine if the project would be deemed eligible for such status. The form for requesting determination of eligibility is available at: http://www.wisconsinhistory.org/hp/register/property_eligible.asp. Historic projects must meet this register status requirement **at the time of application** for TAP funding. More specifically, properties should clearly show historical status in the property record database available at <http://www.wisconsinhistory.org/hp/register/index.asp>.

Applicants interested in historic transportation projects should note the following MAP-21 eligibility changes:

- Historic tourist and welcome center facilities are not eligible TAP projects.
- Historic planning and research projects are ineligible for TAP funds.
- Eligible archaeological projects are limited to mitigation of impacts from a specific transportation project.

Applicants must utilize application materials to demonstrate a historic project's relationship to surface transportation. Pursuant to MAP-21, historic preservation and rehabilitation projects must involve a historic transportation facility. Applicants interested in pursuing a historic transportation project should review the applicable NTAC fact sheet at <http://www.ta-clearinghouse.info/activity06>.

Contact Daina Penkiunas at the Wisconsin Historical Society, (608) 264-6501 or at daina.penkiunas@wisconsinhistory.org, to obtain additional information.

All Terrain Vehicle (ATV), Snowmobile and Equestrian Use Policy

TAP funds are targeted toward daily, utilitarian transportation uses rather than purely recreational activities. As such, **ATVs are not allowed on trails funded by WisDOT TAP funds. Snowmobiles are allowed only by local ordinance.**³ Sponsors must decide whether to allow snowmobiles and factor this into the surface type chosen for the facility and its maintenance policies. Sponsors who are seeking funding for motorized trails that permit ATV use should consult the WisDNR Recreational Trails Program website at <http://dnr.wi.gov/Aid/RTA.html>.

Please note that project agreements for TAP projects within the SRTS eligibility category will require year-round facility maintenance due to SRTS program goals of providing means of transportation for students, including those with disabilities. WisDOT may reserve the right to require winter snowplowing for certain projects outside of the SRTS eligibility category where year-round bicycle and pedestrian use seems particularly warranted, such as an urban trail that is utilized for commuting purposes.

As a matter of policy, WisDOT discourages shared equestrian usage, though it is not forbidden by Federal Highway Administration (FHWA). In addition, WisDOT considers trail usage fees as a hindrance to use of a trail for daily transportation purposes. FHWA has determined that trail fees are permissible only if all fees are used to maintain the trail facility. Applications must clearly indicate whether sponsors intend to charge fees or allow shared equestrian usage on the proposed TAP project.

³ Source: Framework for Considering Motorized Use on Nonmotorized Trails and Pedestrian Walkways under 23 U.S.C. § 217, http://www.fhwa.dot.gov/environment/bicycle_pedestrian/guidance/design_guidance/framework.cfm.

State and Federal Requirements

WisDOT administers federal TAP funding as an agent of FHWA. As such, all TAP project sponsors must comply with applicable federal and state laws and regulations for each project phase. The WisDOT region staff listed at the end of these guidelines may provide some technical assistance and documentation for applicable requirements. For example, bicycle-pedestrian projects must comply with the WisDOT's Bicycle Facilities Handbook and all TAP infrastructure projects must comply with the Americans with Disabilities Act (ADA). For a list of resource materials, see page 20 of these guidelines.

TAP project sponsors are responsible for ensuring that their staff or consultants have the expertise to complete the entire project in accordance with federal and state laws and regulations. If a project is sponsored on behalf of a private organization, the public sponsor will enter into a legal agreement with the private organization to ensure that the private party complies with the requirements and provides local match funding, but the public sponsor is ultimately responsible for the project.

To further ensure that local sponsors comply with applicable requirements, WisDOT and FHWA have a project oversight agreement that requires certification of local government units to handle Local Let Contracts. Local sponsors must agree to undergo certification training for approved projects. In addition, WisDOT must pre-approve local sponsors to undertake any Local Force Account (LFA) work. Further information regarding sponsor certification and the corresponding *WisDOT Sponsor's Guide to Non-Traditional Transportation Project Implementation* is available on the WisDOT TAP website at <http://www.dot.wisconsin.gov/localgov/aid/tap.htm>.

TAP Application Guidelines

Beginning with the SFY 2014-2018 TAP award cycle, WisDOT Division of Transportation Investment Management (DTIM) will administer a two-step application procedure. The first step will involve a pre-scoping application, available to the public on the [WisDOT TAP website](#). DTIM will invite certain pre-scoping participants to submit a full TAP project application. Please see the end of these guidelines for selection criteria that WisDOT will utilize to rate and rank TAP applications.

WisDOT is soliciting projects in calendar year 2013 for SFY 2014-2018 projects. Because of the department's financial commitment to projects approved in previous award cycles, WisDOT will primarily award new federal funding to projects scheduled for SFY 2016 (begins July 1, 2015) and beyond. WisDOT has limited funds for non-infrastructure projects, design projects and other "shovel-ready" projects that sponsors wish to schedule in SFY 2015, which begins on July 1, 2014. Sponsors must provide realistic and accurate project schedule dates and timeframes in TAP project applications. **Local sponsors are responsible for project cost overruns**, so it is important that TAP applications include an accurate project timeframe and cost estimate that takes into consideration foreseeable problems.

Application Form and Instructions

The TAP application form and instructions are available for download on the WisDOT TAP website at <http://www.dot.wisconsin.gov/localgov/aid/tap.htm>.

- **Pre-scoping applications are available on the WisDOT TAP website as of October 31, 2013. By December 13, 2013, applicants must email complete pre-scoping applications** to the appropriate WisDOT region email address provided at the end of these guidelines. Transportation Management Areas will review pre-scoping applications per the procedures discussed below in the ‘Project Application Review Process and Schedule’ section. Metropolitan Planning Organizations with less than 200,000 in population will not review pre-scoping applications but will review and prioritize second-phase applications.
- **By March 28, 2014, invited applicants must email complete application(s)** and all requisite attachments to the appropriate WisDOT region email address and MPO, if the proposed project is in an urbanized area. For a link to an MPO map, see page 22. WisDOT anticipates making second-stage applications available to invited applicants before the end of February 2014.

Project Cost Guidelines

TAP projects receive a capped amount of federal funding, and applicants should note that TAP sponsors are responsible for all project costs that exceed the approved federal project amount. Local project sponsors are responsible for costs overruns regardless of the cause for excess project costs, including inaccurate project costs and/or timeline as well as any other unforeseen issues.

1. Minimum / Maximum Project Funding Amounts

WisDOT established the below-listed minimum TAP project costs to ensure efficient utilization of local and state administrative resources and to promote projects with significant impacts. These cost minimums apply to all proposed TAP projects regardless of the applicable eligibility category.

| | |
|------------------------------------|---|
| Infrastructure projects | Minimum project cost of \$300,000, including any design work. \$100,000 minimum for any federally-funded real estate costs. |
| Non-Infrastructure projects | Minimum project cost of \$50,000 |



Please note that project cost minimums have increased as compared to previous WisDOT award cycles for the BFPF, TE, and SRTS programs.

WisDOT chose not to establish a maximum project cost threshold, but the department is limited in its ability to fund projects requesting \$1 million or more. WisDOT anticipates significant over-subscription to TAP for the SFY 2014-2018 award cycle, which further limits the department’s ability to fund projects with costs that exceed \$1 million.

These project cost policies apply to Locally Let and State Let projects. WisDOT assumes that TAP projects will be Locally Let, unless the local sponsor and WisDOT region agree to undertake the project as a State Let. Equipment and materials acquisition are allowable but may be considered

construction-related because federal reimbursement will only occur after installation of the materials to ensure that the project is completed.

2. Non-Infrastructure Projects

Applicants may apply for non-infrastructure or planning projects with a project minimum of \$50,000. Applicants interested in Safe Routes to School non-infrastructure projects should note that eligibility did not change as compared to previous SRTS award cycles. Please refer to the FHWA SRTS website (http://www.fhwa.dot.gov/environment/safe_routes_to_school/) and/or the WisDOT SRTS website at <http://www.dot.wisconsin.gov/localgov/aid/saferoutes.htm> for more information and for specific examples of eligible non-infrastructure SRTS projects.

As another effort to efficiently allocate and administer TAP funding, beginning in the SFY2014-2018 TAP award cycle WisDOT will not award multi-modal projects that propose stand-alone preliminary engineering work such as developing **project-specific** design or environmental documents unless an application also proposes project construction. Please note that eligible non-infrastructure projects still include SRTS planning and bicycle-pedestrian plans such as County or City-wide planning that doesn't relate to a specific project.



WisDOT may approve requests for TAP project design and phased or partial construction, but local sponsors must accept corresponding responsibility for any violation of FHWA's 10-year requirement. This federal rule requires that **all phases** of project construction commence within 10 years of authorizing any design funds on a federally-funded project.

3. Project Costs and Timeline Recommendations

If an applicant proposes project construction in phases throughout multiple years, applications should list and schedule the project costs as appropriate and describe costs in the narrative project description. Due to WisDOT financial commitment to previously approved projects, funds for major construction and/or real estate phases will not likely be available sooner than SFY 2016, which begins on July 1, 2015. Applicants may check with appropriate WisDOT region staff to determine if commitments to previous years' projects permit scheduling as proposed in TAP applications. Finally, applicants must attach a detailed breakdown of proposed project costs as part of the additional allowed attachments.

Application Tips

- Utilize narrative aspects of the application to demonstrate local political and financial support to provide the 20% local project match. All potential project sponsors and other involved parties should agree to the project scope, local match shares, roles and responsibilities, and other project details well in advance of submitting the application.
- Applicants should submit a separate application and budget for each project or stand-alone project segment. For example, potential sponsors should submit an application for each bike trail segment that could function as a separate facility.

- Applicants should develop an accurate project cost estimate with assistance from professional staff or contracted expert(s), if necessary. However, **consultants who develop a TAP application will not be able to compete for design work if a sponsor is ultimately awarded funding for the same TAP project.** This policy is consistent with existing policies in other WisDOT local transportation improvement programs such as the Surface Transportation Program.
- Bicycle-pedestrian project cost estimates must take into account ADA Public Right of Way requirement and design standards, including WisDOT’s Bicycle Facilities Handbook as well as the Facilities Development Manual facility standards. Links to these resources are provided on page 20 of these guidelines. Again, local sponsors are responsible for cost overruns, so it is important that TAP applications include an accurate project timeframe and cost estimate that takes into consideration foreseeable problems.
- Common sources of project delay include the presence of protected historical, natural resource or archeological resources, contaminated soils, and circumstances that require the purchase or use of railroad right-of-way (ROW), including railroad crossings. Sponsors should resolve such issues prior to application submission, or at the very least demonstrate thorough consideration of these issues in TAP project applications. **WisDOT may deem incomplete any applications that do not address such issues, precluding applications from further consideration for funding.**
- If a proposed project involves a state or federal highway, either crossing, within or parallel to the ROW, WisDOT region staff must review the proposal. The local sponsor must obtain any necessary permits and determine compliance with all applicable standards.
- TAP applications should indicate if a state project with Context Sensitive Solutions funding is already partially funding the proposed project. Indicate the project ID number and amount if available.
- State agencies applying for projects on state-owned land must coordinate with the Department of Administration in project management and as co-sponsors of the Project Agreement.

Project Application Review Process and Schedule

The Transportation Alternatives Program is subject to two new MAP-21 requirements that affect how WisDOT selects TAP projects and distributes TAP funding:

- 1) All state DOTs must distribute approximately half of the state’s TAP funding to [Transportation Management Area](#) (TMAs), which are Metropolitan Planning Organizations over 200,000 in population. TMAs are listed on page 14 of these guidelines.
- 2) TMAs independently rate, rank and select projects submitted within their jurisdiction. All applicants must complete WisDOT application documentation as WisDOT ultimately administers all approved TAP projects, regardless of geographic location, and as such the department must obtain certain information from all project applicants.

WisDOT will accept applications from any location within the state. However, applicants located [within the jurisdiction of a TMA](#) should note that WisDOT may limit its funding of TAP projects within TMAs in an effort to comply with MAP-21



Attachment A (continued)

Exhibit A (continued)

sub-allocation requirements and to award projects in a geographically equitable manner.

Applicants from TMAs should submit pre-scoping applications to WisDOT, and the department will forward such applications on to TMAs for the opportunity to evaluate and select projects based upon TAP project selection criteria established by TMA staff.

The below-listed metropolitan planning organizations, which have a population over 200,000, are Transportation Management Areas that will receive a TAP sub-allocation:

| <u>Metropolitan Planning Organization</u> | <u>Urbanized Area</u> |
|--|------------------------------------|
| <u>East Central Wisconsin Regional Planning Commission</u> | Appleton |
| <u>Green Bay MPO</u> | Green Bay |
| <u>Madison Area MPO</u> | Madison |
| <u>Southeastern Wisconsin Regional Planning Commission</u> | Milwaukee |
| <u>Minneapolis-St. Paul Metropolitan Council</u> | Minneapolis-St. Paul |
| <u>Southeastern Wisconsin Regional Planning Commission</u> | Round Lake Beach-McHenry-Grayslake |

Additional TMA contact information is provided on page 22 of these guidelines and on the [WisDOT TAP website](#).

Statewide Application Review Process

Please note that the details in the 'Statewide Application Review Process' section apply only to projects that are rated and ranked through the WisDOT application process. Projects approved by TMAs will complete WisDOT applications but will undergo a rating and ranking process established by TMA staff.

All local sponsors who intend to submit more than one TAP application must review and prioritize proposed projects using appropriate fields provided in the WisDOT TAP application form. Each sponsor must incorporate project(s) as part of the appropriate budget process to guarantee availability of matching funds and other project expenditures. Sponsors must submit complete applications to the appropriate WisDOT region email address listed on the application form, as well as MPO staff if the project is in an urbanized area. See pages 21 and 22 for WisDOT region and MPO contact information.

Attachment A (continued)

Exhibit A (continued)

MPOs receive applications in order to assign priority rankings for projects that would occur within that MPO's jurisdiction. WisDOT will factor MPO rankings into the overall project scoring process. Again, if a sponsor is submitting more than one project in an urbanized area within a MPO, the sponsor will rank each project in priority order, e.g., 1 (highest) to 5 (lowest), for the local priority among five projects. MPO staff will use the local ranking as a guide for their review and prioritization decisions. MPO staff will complete this ranking before the review committee meets.

WisDOT DTIM staff will prepare a list of eligible projects for members of review committees who review and rank the projects. Sub-committees with specific areas of expertise, such as historical or bicycle-pedestrian projects, will recommend which pre-scoping applicants should proceed to the second phase of the application process. A full WisDOT TAP review committee will then rank the second-phase TAP applications. Review committees review and rank projects based on guidelines provided by WisDOT staff, the quality of responses to the major application questions, and the priorities provided by MPOs to urbanized projects in their area.

The selection committee's recommendations for TAP funding are sent to the WisDOT Secretary. The Secretary issues final approval of TAP projects, which are announced to locals via letters from the Governor's office.

Schedule for TAP Project Approval

| Pre-scoping Applications Available | Pre-scoping Applications Due | TAP Applications Due | Selection Committee Meets | Governor Announces Approved Projects |
|------------------------------------|------------------------------|----------------------|---------------------------|--------------------------------------|
| October 31, 2013 | December 13, 2013 | March 28, 2014 | March – June 2014 | June 2014 |

Project Issues and Post-Approval Process

After WisDOT announces a group of approved TAP projects, local sponsors will receive and sign a state-municipal project agreement from WisDOT. WisDOT region staff will notify sponsors of approved projects when a project phase is authorized for expenditure of federal funding. **Local project sponsors will not receive reimbursement for any expenses incurred prior to receipt of notification that the relevant approved project phase is authorized for charges by FHWA.**

WisDOT will invite sponsors of approved TAP projects to a mandatory certification training on the *WisDOT Sponsor's Guide to Non-Traditional Transportation Project Implementation*. Infrastructure project applicants must complete this certification training prior to receipt of a project state-municipal agreement.

Applicants who are requesting design funding will not likely be able to request construction during the 2014 season. For construction to occur in 2014, applicants must begin project design using local funds. However, locally-funded design work must still meet all applicable federal and state requirements and standards and will need to be reviewed by WisDOT staff and management consultants.



Project sponsors must fully fund the necessary state oversight and review of any 100% locally-funded design work.

Approved TAP **infrastructure** projects will involve one or more of the following project phases, each phase with specific applicable requirements and processes. Applicants should reference the WisDOT 2012 Cost Estimate Table at <http://www.dot.wisconsin.gov/localgov/highways/tools.htm> for assistance and information regarding estimating accurate project costs for the below project phases.

Preliminary Engineering and Design

Sponsors of TAP infrastructure projects may use qualified staff or staff from other government units to prepare the project Plans, Specifications and Estimates (PS&E). Alternatively, sponsors may contract with a qualified private consultant who is familiar with state and federal laws, regulations and procedures.

Local project sponsors must follow federal Qualifications Based Selection (QBS) procedures when contracting with private consultant(s) and expecting federal reimbursement for consultant costs. Sponsors are not permitted simply to contract with a local engineer and/or architectural firm with whom the sponsor is familiar. WisDOT region staff is the first point of contact for sponsors with questions about federal and state preliminary project requirements, such as filling out the appropriate environmental documents.

Real Estate

TAP project sponsors must locally fund any real estate costs under \$100,000. Compliance with state and federal real estate laws is less complicated when a local sponsor owns the land for the proposed project. Applicants and sponsors should consult with the Local Public Agency (LPA) coordinator in the appropriate WisDOT region to ensure compliance with all requirements of the real estate acquisition process, especially when a project involves private property owned by third parties. Failure to follow proper real estate procedures will jeopardize reimbursement of eligible project costs. TAP applicants for projects that involve real estate should thoroughly address project cost and timeline implications in the appropriate fields within the WisDOT TAP application. WisDOT Real Estate contacts are listed at the end of these guidelines.

Railroad Crossing

TAP projects that cross or are near an active rail line will likely necessitate separate project procedures to address construction-related work involving railroad tracks and right-of-way (ROW). Sponsors proposing project(s) that involve railroad facilities should coordinate with WisDOT region staff utilizing the contact information on page 21 of these guidelines. Based upon federal and state rules, a project need not physically cross an active rail line for railroad requirements to apply to a project.

Construction

The majority of TAP projects will be locally let to the lowest cost qualified bidder. Applicants and sponsors should consult appropriate WisDOT region staff listed on page 21 of these guidelines for more information regarding construction rules and regulations, including but not limited to:

Attachment A (continued)

Exhibit A (continued)

advertising; Disadvantaged Business Enterprise (DBE) goals; federal and state wage rates; and awarding bids.

Projects located in federal highway right-of-way must comply with Davis-Bacon wage rate requirements that require paying prevailing union wage rates for labor. For projects where Davis-Bacon wage rates do not apply, Wisconsin requires payment of prevailing union wage rates in the area of the state where the project is located. Sponsors should consider the cost impact of construction requirements when developing their project cost estimates.

WisDOT may administer a TAP project as a state let when the project may be completed more efficiently as part of a larger state highway project, such as installing a local bicycle or pedestrian facility in conjunction with a state highway project. For large projects estimated at \$1M or more, or for complex projects, WisDOT may require state letting.

Local project sponsors who wish to perform construction work with their own forces must obtain approval from WisDOT region staff through a federal cost effectiveness finding that demonstrates that the sponsor can carry out the project for less cost and demonstrates that it is in the public interest to have local forces do the construction work at issue. As stated above, FHWA policy requires that local sponsors be certified as adequately staffed and equipped to handle LFA work. Furthermore, applicants should note that WisDOT is restricted in its ability to enter into LFA agreements on or after July 1, 2015. This will impact the department's ability to allow sponsors to use LFA work on TAP projects.

Costs of state review and administration of TAP projects are incorporated into project budgets after projects are approved and WisDOT region staff determines project-specific delivery amounts. Review and administration costs vary with project complexity, so WisDOT cannot assign these costs before project review. As a general rule, low cost projects incur a higher percentage because many review costs are fixed. Delivery and oversight are funded as any other project costs, typically 80% federal and 20% local or according to the percentage split requested by the sponsor funding more than 20% of project costs. However, the cost of local project administration must be 100% locally funded. Local project administration includes project agreement review, attending project meetings, and other administrative work.

Local sponsors are expected to keep accurate records and reports, such as payroll documents and material specifications pertaining to construction activities, in case of audit. Federal law generally requires record retention for seven years from the date a project Sponsor requests final reimbursement, with exceptions in the instance of project audit, negotiation, or litigation.

Once the project is in a sponsor's budget and approved in the Statewide Transportation Improvement Program and, if applicable, a local MPO's Transportation Improvement Program (TIP), the sponsor must enter into a Project Agreement with the appropriate WisDOT office. WisDOT region Staff initiates paperwork to authorize infrastructure projects for federal charges, whereas WisDOT DTIM generates and executes non-infrastructure contracts. The federal government will not reimburse for costs incurred prior to authorization of a project. **Sponsors will be responsible for any costs incurred prior to federal authorization and notification by WisDOT that a project phase is authorized to incur**

charges. Please note that receipt of the Governor’s letter announcing the project award does not carry with it the authority to begin work on the project.

Financial Procedures for Approved Projects

TAP sponsors must incur project costs and then submit reimbursement requests, along with sufficient supporting documentation, to WisDOT for payment of the federal share of 80% project costs, to the limit of the federal funding reward. Sponsors must submit requests to the state on a periodic basis—no less than once every six months—to receive reimbursement for the federal share of funds the sponsor has spent to date. Generally, submission of monthly reimbursement requests to the state is preferable. WisDOT ensures consistency with federal requirements by following a reimbursement process that requires the sponsor to pay the full amount of the contractor’s interim billing as a project progresses.

Matching Requirements

SRTS projects are no longer 100% federally-funded. The TAP SRTS eligibility category requires a 20% local match.

TAP is operated as a reimbursement program, **not a traditional grant program**. Project sponsors must pay for project costs prior to requesting reimbursement and must commit 20% of the project’s cost through the appropriate local budget process. Because TAP projects receive a capped amount of federal funding, **any project costs in excess of the approved project amount will be funded entirely by the local sponsor**.

In keeping with historical WisDOT multi-modal program requirements, project sponsors cannot utilize a ‘soft match’ to fund the requisite 20% local match. However, sponsors are encouraged to defer local costs with fundraising and soft match donations provided that sponsors can ultimately translate these efforts into a cash match to pay for 20% of TAP project costs.

Project sponsors cannot provide their 20% match with other sources of federal or state transportation funds. Sponsors have very limited ability to use other federal funds to pay the local portion of project costs.

Successful applicants generally receive 80% federal funding to the cap of the project award. Only TMAs may choose to fund TAP projects as low as 50% federal share to the limit of the award. This policy is subject to change in future award cycles.



Project Commencement

The Wisconsin 2013-2015 biennial budget requires TAP project commencement within four years from the date of project award.⁴ The budget further states that “a planning project is commenced when a planning study is begun and an infrastructure project is commenced when construction is begun.”⁵ Applicants should note that WisDOT was not afforded any statutory flexibility with respect to this provision and as such cannot grant exceptions to the budget’s commencement requirements. State-municipal agreements for approved TAP projects will memorialize a sponsor’s commitment to commencing a project in compliance with state budget requirements.

Project Completion and Maintenance

TAP project agreements will include a **sunset clause that mandates project completion within approximately six years**. Completion is defined as submission of a project completion certificate form that is provided by WisDOT. The department may grant a project completion extension for extenuating circumstances on a case-by-case basis.

WisDOT’s sunset policy affords project sponsors ample time to program and build improvements without risk of violating FHWA’s 10-year requirement that project construction commence within 10 years of authorizing any design funds on that project. This policy also ensures that funding provided by Congress and the state Legislature for TAP improvements is utilized within a reasonable timeframe.

Similarly, WisDOT may consider project scope change requests from sponsors who wish to change the project scope as outline in an approved TAP application. Submission and approval procedures for extension and scope change requests are outlined in the *WisDOT Sponsor’s Guide to Non-Traditional Transportation Project Implementation*, the most current version of which is maintained on the [WisDOT TAP website](#).

Sponsors are required to maintain the project for its useful life. Failure to do so, or the sale of a TAP-funded improvement prior to the end of its useful life, requires repayment of federal funds or legal guarantees that will protect the public benefit of TAP projects.



⁴ Wis. STAT. § 85.021(2)(b).

⁵ Id.

Resources

ADA Standards for Streets & Sidewalks (Public Rights-of-Way Accessibility Guidelines and Shared-Use Paths)

<http://www.access-board.gov/guidelines-and-standards/streets-sidewalks>

FHWA Transportation Alternatives Guidance

<http://www.fhwa.dot.gov/map21/guidance/guidetap.cfm>

National Transportation Alternatives Clearinghouse (NTAC)

<http://www.ta-clearinghouse.info/index>

NTAC Memorandum: MAP-21 and Its Effects on Transportation Enhancements

See the WisDOT TE website at <http://www.dot.wisconsin.gov/localgov/aid/te.htm>

US Code, Title 23 – Highways

<http://frwebgate.access.gpo.gov/cgi-bin/usc.cgi?ACTION=BROWSE&title=23usc>

WisDNR Recreational Trails Program

<http://dnr.wi.gov/Aid/RTA.html>

WisDOT Facilities Development Manual (FDM)

<http://roadwaystandards.dot.wi.gov/standards/fdm/index.htm>

WisDOT Bicycle Facility Design Handbook

<http://www.dot.wisconsin.gov/projects/state/docs/bike-facility.pdf>

WisDOT Bicycle Planning Guide for Metropolitan Planning Organizations & Communities

<http://www.dot.wisconsin.gov/projects/state/docs/bike-guidance.pdf>

WisDOT Guide to Pedestrian Best Practices

<http://www.dot.state.wi.us/projects/state/ped-guide.htm>

WisDOT Rural Bicycle Planning Guide

<http://www.dot.wisconsin.gov/projects/state/docs/bicycle-rural-guide.pdf>

WisDOT Sponsor's Guide to Non-Traditional Transportation Project Implementation

Current version of the Sponsor's Guide maintained on the WisDOT TAP website at

<http://www.dot.wisconsin.gov/localgov/aid/tap.htm>.

Attachment A (continued)

Exhibit A (continued)

WisDOT Contact Information

WisDOT Region Email Addresses for Submission of Completed TAP Applications

| WisDOT Region | Email |
|---------------|--|
| SE Region | DOTDTSDETEBPFP@dot.wi.gov |
| SW Region | DOTDTSWSWTEBPFP@dot.wi.gov |
| NW Region | DOTDTSNWTBPFP@dot.wi.gov |
| NC Region | DOTDTSNCTBPFP@dot.wi.gov |
| NE Region | DOTDTSNETAP@dot.wi.gov |

WisDOT Region Contact List: to determine which region should receive your application, consult the WisDOT region map available at <http://www.dot.wisconsin.gov/about/locate/regions.htm>.

| WisDOT Region | Contact | Phone | Email |
|---------------|-----------------|----------------|--|
| SE Region | Bob Schmidt | (262) 548-8789 | robert1.schmidt@dot.wi.gov |
| SW Region | Marilyn Daniels | (608) 246-3864 | marilyn.daniels@dot.wi.gov |
| NW Region | Bill Zimmer | (715) 635-5014 | william.zimmer@dot.wi.gov |
| NC Region | Joe Benbenek | (715) 365-5714 | joseph.benbenek@dot.wi.gov |
| NE Region | Sandy Carpenter | (920) 492-4110 | sandy.carpenter@dot.wi.gov |

WisDOT Region Railroad Coordinators

| WisDOT Region | Contact | Phone | Email |
|---------------|----------------|----------------|--|
| SE Region | Paul Derksen | (262) 548-8770 | paul.derksen@dot.wi.gov |
| SW Region | Roger Larson | (608) 246-7916 | roger.larson@dot.wi.gov |
| NW Region | Anna Davey | (715) 392-7960 | anna.davey@dot.wi.gov |
| NC Region | Steve Kienitz | (715) 365-5762 | stephen.kienitz@dot.wi.gov |
| NE Region | Jared Kinziger | (920) 492-7113 | jared.kinziger@dot.wi.gov |

WisDOT LPA Real Estate Coordinators

| WisDOT Region | Contact |
|---------------|---|
| NC, NW, SW | Cindy Michalski , Wisconsin Rapids / (715) 421-8350 |
| NE, SE | Teresa McClung , Green Bay / (920) 492-5636 |
| Statewide | Kerry Paruleski , Milwaukee / (414) 220-5461 |

WisDOT Statewide Contact: Tressie Kamp, Statewide Multi-Modal Programs Manager
Phone: (608) 266-3973 / E-mail: tressie.kamp@dot.wi.gov

Attachment A (continued)

Exhibit A (continued)

MPO Contacts for TAP Application Submissions

| MPO Name | Contact | Email |
|--|------------------------|--|
| Bay Lake RPC (Sheboygan) | Jeff Agee-Aguayo | jagee@baylake.org |
| Brown County Planning Commission (Green Bay) | Lisa Conard | Conard_LJ@co.brown.wi.us |
| Chippewa-Eau Claire MPO (WCWRPC – Eau Claire) | Ann Schell | aschell@wccwrpc.org |
| Dubuque Metropolitan Area Planning Study | Chandra Ravada | cravada@ecia.org |
| Duluth/Superior Metropolitan Interstate Committee (Superior) | Ron Chicka | rchicka@ardc.org |
| East Central Wisconsin RPC (Appleton, Oshkosh) | Melissa Kraemer Badtke | mbadtke@eastcentralrpc.org |
| Fond du Lac MPO (Fond du Lac) | Melissa Kraemer Badtke | mbadtke@eastcentralrpc.org |
| Janesville MPO (Janesville) | Terry Nolan | nolant@ci.janesville.wi.us |
| La Crosse Area Planning Committee (La Crosse) | Jackie Eastwood | jeastwood@lacrossecounty.org |
| Madison Area MPO (Madison) | Renee Callaway | recallaway@cityofmadison.com |
| Marathon County MPO (Wausau) | Dave Mack | dave.mack@co.marathon.wi.us |
| Southeastern Wisconsin RPC (SEWRPC - Waukesha) | Ryan Hoel | rhoel@sewrpc.org |
| Stateline Area Transportation Study (Beloit) | T.J. Nee | neet@beloitwi.gov |

Applicants should utilize this map to determine if a proposed project is located in an MPO area:

<http://www.dot.wisconsin.gov/projects/planorg/docs/map.pdf>

Attachment A (continued)

Exhibit A (continued)

Acronym Database

| | |
|-------------------|--|
| ATV | All-Terrain Vehicle |
| BFPF | Bicycle & Pedestrian Facilities Program |
| DTIM | WisDOT Division of Transportation Investment Management |
| FHWA | Federal Highway Administration |
| LFA | Local Force Account |
| LPA | Local Public Agency, also known as local project sponsor or project sponsor |
| MAP-21 | The Moving Ahead for Progress in the 21 st Century Act |
| MPO | Metropolitan Planning Organization |
| NTAC | National Transportation Alternatives Clearinghouse |
| RPC | Regional Planning Commission |
| SAFETEA-LU | Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users |
| SFY | State Fiscal Year |
| SRTS | Safe Routes to School |
| TAP | Transportation Alternatives Program |
| TE | Transportation Enhancements |
| TMA | Transportation Management Area |
| WisDNR | Wisconsin Department of Natural Resources |
| WisDOT | Wisconsin Department of Transportation |

Definition of State Fiscal Years

| State Fiscal Year | Timeframe |
|--------------------------|---|
| 2014 | July 1 st , 2013 to June 30 th , 2014 |
| 2015 | July 1 st , 2014 to June 30 th , 2015 |
| 2016 | July 1 st , 2015 to June 30 th , 2016 |
| 2017 | July 1 st , 2016 to June 30 th , 2017 |
| 2018 | July 1 st , 2018 to June 30 th , 2019 |

TAP Application Quick Guide

Question: Who do I sent my application to?

Answer:

- Submit pre-scoping applications only to the appropriate WisDOT region email address listed on page 21 of these guidelines. To determine which region should receive an application, consult this WisDOT website: <http://www.dot.wisconsin.gov/about/locate/regions.htm>.
- For applicants asked to participate in the second step of the application process, send an email to:
 - 1) The same WisDOT region email address; AND
 - 2) For this step of the process, you should also email your Metropolitan Planning Organization, regardless of the size of the community from which you're submitting an application. Utilize the contact information provided on page 22 of these guidelines.

Question: Who is reviewing my application?

Answer:

- WisDOT will operate a competitive award process that involves review of all applications received, regardless of the size of the community that submitted the application.
- To satisfy new federal requirements, Transportation Management Areas (TMAs) have the opportunity to independently rate, rank, and select TAP projects that would occur within the respective TMA. TMAs are Metropolitan Planning Organizations that exceed a population of 200,000. A list of TMAs is provided on page 14 of these guidelines, and the hyperlinked TMA websites should provide clarification if applicants are uncertain as to whether a project is under the jurisdiction of a TMA. Applications submitted from within a TMA will undergo review in the WisDOT statewide competitive process as well as an independent TMA process.

Question: Who may submit an application?

Answer:

- Eligible TAP project sponsors are listed on page 4 of these guidelines.
- The application must include a signature from a fiscal agent—an individual who can make a financial commitment on behalf of the project sponsor. This requirement is due to the fact that TAP project sponsors commit to paying a local match for a portion of project costs.
- Compiling a TAP project application may necessitate a collaborative process. However, if an applicant uses a consultant to complete an application, the requirements listed on page 13 of these guidelines will apply.



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Photo: Fox River Trail in Green Bay, WI. Source: Matt Clark, *National Transportation Alternatives Clearinghouse* / www.ta-clearinghouse.info.



**Wisconsin Department of Transportation
2014-2018 Transportation Alternatives Program Guidelines**

Updated April 2014

Attachment A (continued)

Exhibit A (continued)

MEMORANDUM



Date: April 2014
To: Transportation Alternatives Program (TAP) Pre-Scoping Applicants
From: Wisconsin Department of Transportation (WisDOT) Local Transportation Programs and Finance Section
Subject: **Evaluation of 2014-2018 TAP Applications**

Evaluation of TAP Applications

The information in this memorandum supplements the 2014-2018 TAP guidelines, which are available online at <http://www.dot.wisconsin.gov/localgov/docs/tap-guidelines.pdf>. Specifically, the statewide application review process is outlined on pages 14-15 of the guidelines.

2014-2018 TAP pre-scoping applications were reviewed by WisDOT region and statewide staff according to the below-listed criteria.

- 1) Eligibility: per the [WisDOT TAP Guidelines](#), is the proposed project eligible for receipt of TAP funding?
- 2) Completeness: if the application is forwarded on to review sub-committees without additional information, will committee members have all necessary project details to rate and rank the project against other similar applications?
- 3) Project cost and timeline accuracy: does the applicant's request for funding and scheduling reflect a thorough review of guidance provided in the WisDOT TAP Guidelines and other program documentation?
- 4) Project administration issues:
 - Does the application Narrative Response/Attachment 3 demonstrate a capacity to administer projects in compliance with federal and state requirements?
 - Does the application reveal project delivery issues that are significant enough to prohibit timely delivery of the project?

Pre-scoping applications that did not satisfy these rating and ranking criteria will not progress to the second-round TAP application process. In acknowledgement of federal authority given to Transportation Management Areas (TMAs), or Metropolitan Planning Organizations over 200,000 in population, applicants within a TMA jurisdiction had the opportunity to work with TMA staff and address these rating and ranking issues. The deadline to address such issues was February 7th, 2014.

Attachment A (continued)

Exhibit A (continued)

MEMORANDUM

TMA's have federal authority to independently rate and rank second-round TAP applications. Please direct questions regarding TMA evaluation processes to the TMA contact listed at the end of this memorandum.

With respect to the statewide TAP process, WisDOT review committees will rate and rank TAP pre-scoping applications that satisfied the above-listed evaluation criteria. These review committees will also review corresponding second-round TAP applications. Review meetings will likely occur in March 2014. Sub-committee members will have bicycle-pedestrian, Safe Routes to School, and other areas of expertise. WisDOT anticipates that a full review committee will ultimately review second-round TAP applications.

Metropolitan Planning Organizations under 200,000 in population will also have the opportunity to review and prioritize second-round TAP applications, similar to processes that occurred in prior Transportation Enhancement, Bicycle and Pedestrian Facilities Program, and Safe Routes to School award cycles.

TAP Schedule & Deadlines

Please note that WisDOT maintains an up-to-date, publicly available TAP schedule at <http://www.dot.wisconsin.gov/localgov/docs/tap-schedule.pdf>.

TAP pre-scoping applications for 2014-2018 award cycle projects were due on December 13, 2013. Successful pre-scoping applicants will receive notification by the end of February 2014 to submit a second-round TAP application. Second-round TAP applications are due on March 28, 2014. WisDOT anticipates announcing TAP awards in summer 2014.

The Department plans to solicit TAP applications every second calendar year, so the next opportunity to submit TAP applications should occur in 2015.

WisDOT Contact Information

WisDOT Southeast Region

Robert Schmidt
robert1.schmidt@dot.wi.gov
Phone: (262) 548-8789

WisDOT Northeast Region

Sandy Carpenter
sandra.carpenter@dot.wi.gov
Phone: (920) 492-5681

WisDOT Southwest Region

Marilyn Daniels
marilyn.daniels@dot.wi.gov
Phone: (608) 246-3864

WisDOT Northwest Region

Bill Zimmer
william.zimmer@dot.wi.gov
Phone: (715) 635-5014

Attachment A (continued)

Exhibit A (continued)

MEMORANDUM

WisDOT North Central Region

Joe Benbenek
joseph.benbenek@dot.wi.gov
Phone: (715) 365-5714

WisDOT Statewide Contact

Tressie Kamp
tressie.kamp@dot.wi.gov
Phone: (608) 266-3973

TMA Contact Information

Southeastern Wisconsin RPC

Ryan Hoel
rhoel@sewrpc.org
Phone: (262) 547-6721

East Central Wisconsin RPC

Melissa Kraemer-Badtke
mbadtke@ecwrpc.org
Phone: (920) 448-2820

Madison MPO

Renee Callaway
ReCallaway@cityofmadison.com
Phone: (608) 266-9114

Green Bay MPO

Cole Runge
runge_cm@co.brown.wi.us
Phone: (920) 448-6480