

Minutes of the Joint Meeting

**ADVISORY COMMITTEES ON TRANSPORTATION SYSTEM PLANNING AND
PROGRAMMING FOR THE KENOSHA, MILWAUKEE, RACINE, ROUND LAKE BEACH,
AND WEST BEND URBANIZED AREAS**

DATE: November 10, 2014

TIME: 1:30 p.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, ChairDirector, Milwaukee County Department of Transportation
Dan Boehm President and Managing Director,
(Representing Chris Abele) Milwaukee County Transit System
Allison M. BusslerDirector, Department of Public Works, Waukesha County
Peter C. Daniels Principal Engineer, City of West Allis
(Representing Michael G. Lewis)
Michael Einweck Director, Department of Public Works, Village of Hartland
Brian Engelking Transit Manager, Waukesha Metro Transit
(Representing Fred Abadi)
Gary Evans..... Highway Engineering Division Manager,
Waukesha County Department of Public Works
Thomas M. GrisaDirector, Department of Public Works, City of Brookfield
Michael J. Maierle Manager of Long-Range Planning, Department of City Development,
City of Milwaukee
James Martin..... Director of Administration,
Milwaukee County Department of Transportation
Michael J. Martin Director, Department of Public Works,
Village of Hales Corners
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, Department of Administration,
City of Milwaukee

Non-Voting Members Present

Tony BarthPlanning Supervisor, Southeast Region,
(Representing Brett Wallace) Wisconsin Department of Transportation
Ronald Hansen, Sr.Transit Coordinator,
(Representing Tom Dieckelman) Wisconsin Coach Lines
Dwight E. McCombPlanning and Program Development Engineer,
(Representing George Poirier) Federal Highway Administration
Peter T. McMullenAir Management Specialist, Bureau of Air Management,
Wisconsin Department of Natural Resources
Kenneth R. Yunker Executive Director,
Southeastern Wisconsin Regional Planning Commission

Kenosha Urbanized Area Members Present

Tony BarthPlanning Supervisor, Southeast Region,
(Representing Brett Wallace) Wisconsin Department of Transportation
Ronald Hansen, Sr.Transit Coordinator,
(Representing Tom Dieckelman) Wisconsin Coach Lines
Ronald Iwen Director, Department of Transportation, City of Kenosha
Jeffrey B. Labahn Director, Community Development and Inspections,
City of Kenosha
Michael M. LemensDirector of Public Works and City Engineer,
City of Kenosha
Dwight E. McCombPlanning and Program Development Engineer,
(Representing George Poirier) Federal Highway Administration
Peter T. McMullenAir Management Specialist, Bureau of Air Management,
Wisconsin Department of Natural Resources
Kenneth R. Yunker Executive Director,
Southeastern Wisconsin Regional Planning Commission

Racine Urbanized Area Members Present

Tony BarthPlanning Supervisor, Southeast Region,
(Representing Brett Wallace) Wisconsin Department of Transportation
Ronald Hansen, Sr.Transit Coordinator,
(Representing Tom Dieckelman) Wisconsin Coach Lines
Dwight E. McCombPlanning and Program Development Engineer,
(Representing George Poirier) Federal Highway Administration
Peter T. McMullenAir Management Specialist, Bureau of Air Management,
Wisconsin Department of Natural Resources
Nathan Plunkett Interim County Engineer,
(Representing Julie A. Anderson) Racine County
William D. Sasse Director of Engineering, Village of Mount Pleasant
Kenneth R. Yunker Executive Director,
Southeastern Wisconsin Regional Planning Commission

Round Lake Beach Urbanized Area Members Present

Tony Barth Planning Supervisor, Southeast Region,
(Representing Brett Wallace) Wisconsin Department of Transportation
Kevin M. Brunner Director of Central Services,
Walworth County Public Works Department
Randall Kerkman Village Administrator, Village of Bristol
Dwight E. McComb Planning and Program Development Engineer,
(Representing George Poirier) Federal Highway Administration
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

West Bend Urbanized Area Members Present

Jessi Balcom Village Administrator, Village of Slinger
Tony Barth Planning Supervisor, Southeast Region,
(Representing Brett Wallace) Wisconsin Department of Transportation
T.J. Justice City Administrator and Director of Development,
City of West Bend
Dwight E. McComb Planning and Program Development Engineer,
(Representing George Poirier) Federal Highway Administration
Jason Schall City Engineer, Engineering Department, City of Hartford
Tom Wondra Highway Commissioner, Washington County
Kenneth R. Yunker Executive Director,
Southeastern Wisconsin Regional Planning Commission

Guests and Staff Present

Roslin Burns Planning and Program Analyst Advanced, Southeast Region,
Wisconsin Department of Transportation
Joseph M. Delmagori Senior Transportation Planner,
Southeastern Wisconsin Regional Planning Commission
Michael G. Hahn Deputy Director,
Southeastern Wisconsin Regional Planning Commission
Christopher T. Hiebert Chief Transportation Engineer,
Southeastern Wisconsin Regional Planning Commission
Hans J. Higdon Planning Supervisor, Southeast Region, WISDOT
Ryan W. Hoel Principal Engineer,
Southeastern Wisconsin Regional Planning Commission
Nancy Holmlund Past President, Racine Interfaith Coalition
Thomas Longtin State Program Engineer,
Wisconsin Department of Transportation
Xylia N. Rueda Transportation Planner,
Southeastern Wisconsin Regional Planning Commission

Guests and Staff Present (continued)

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

ROLL CALL

The meeting was called to order at 1:30 p.m. by Chairman Dranzik. He welcomed all present and noted that the meeting was a joint meeting of the Advisory Committees on Transportation System Planning and Programming for the Kenosha, Milwaukee, Racine, Round Lake Beach, and West Bend Urbanized Areas (TIP Committees). 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 Committees present.

REVIEW AND APPROVAL OF MINUTES OF THE APRIL 9, 2013 AND MARCH 26, 2014 MEETINGS

Chairman Dranzik indicated that the TIP Committees are being asked to consider approval of the minutes for its April 9, 2013 and March 26, 2014 meetings. He asked if the Committee members had any changes, and upon hearing none, called for a motion. Mr. Einweck made a motion to approve the minutes for the meetings held on April 9, 2013 and March 26, 2014. The motion was seconded by Mr. James Martin, and was passed unanimously by the Committees.

REVIEW AND APPROVAL OF MINUTES OF THE AUGUST 20, 2014 MEETING (MILWAUKEE URBANIZED AREA ONLY)

Chairman Dranzik indicated that the Milwaukee TIP Committee is being asked to consider approval of the minutes for its August 20, 2014 meeting. He asked if the Committee members had any changes, and upon hearing none, called for a motion. Mr. Wondra made a motion to approve the minutes for the meeting held on August 20, 2014. The motion was seconded by Mr. Polenske, and was passed unanimously by the Committees.

CONSIDERATION OF PRELIMINARY DRAFT OF A *TRANSPORTATION IMPROVEMENT PROGRAM FOR SOUTHEASTERN WISCONSIN: 2015-2018*

At the request of Chairman Dranzik, Mr. Hoel provided a summary of the preliminary draft 2015-2018 Transportation Improvement Program (TIP), which had been provided to the Committee members prior to the meeting. Mr. Hoel provided a section-by-section review of the TIP and noted that the Committee members were also provided prior to the meeting a draft of Appendix H to the TIP, which provides a summary of the public involvement conducted during the preparation of the TIP. The following questions and revisions were raised by the Committee members:

1. Referring to project number 94, implementing a new Milwaukee County Transit System route on 27th Street, Mr. James Martin stated that Milwaukee County requests that the draft TIP be revised such that the Congestion Mitigation and Air Quality (CMAQ) funding approved for this project would be funded in years 2015, 2016, and 2017, rather than in the years 2015 and 2017. Responding to an inquiry by Mr. Einweck, Mr. James Martin confirmed that Milwaukee County would be able to provide the local match for the CMAQ funding in 2016.

Mr. Yunker stated that, as it is necessary to fund annually the operation of a transit service, the Commission staff would agree with the proposed change by Milwaukee County to the draft TIP.

2. Referring to project number 183, crosswalk enhancements and other Safe Routes to School (SRTS) improvements in the City of West Allis, Mr. Lewis stated that the Federal Transportation Alternatives Program (TAP) funding, formerly Safe Routes to School (SRTS), funding may be rescinded for this project, and asked whether the project should be removed from the draft TIP. Ms. Burns stated that the Wisconsin Department of Transportation (WisDOT) had identified the TAP funding approved for this project for potential rescission per State law should the project not meet certain deadlines. She suggested that as the City may still retain the approved TAP funding, the project should remain as shown in the draft TIP. Mr. Yunker stated that no change would occur to the draft TIP with respect to this project, as it may still retain its funding.
3. Referring to project number 182, reconditioning of S. 76th Street from W. Greenfield Avenue (STH 59) to S. Pierce Street, Ms. Burns indicated that the Federal Highway Administration (FHWA) had authorized the Federal Surface Transportation Program – Milwaukee Urbanized Area (STP-M) funding approved for this project, and stated that this project could be removed from the draft TIP. Mr. Yunker stated that Commission staff would remove this project for the final TIP.
4. Referring to project 236, reconstruction of 18th Avenue from Vogt Drive to Decorah Road in the City of West Bend, Mr. Justice stated that the amounts for preliminary engineering and right-of-way in 2016 were correct for the project, but asked why the funding for construction was shown beyond 2018. Mr. Yunker stated that in 2013 West Bend TIP Committee had approved the preliminary engineering and right-of-way acquisition portions of this project for years 2015-2018 Surface Transportation Program – West Bend Urbanized Area (STP-WB). He noted that the West Bend TIP Committee had also recommended at that time that the construction portion of the proposed 18th Avenue project be prioritized for STP-WB funding in the next funding cycle. Responding to an inquiry by Mr. Yunker, Mr. Schmidt stated that new STP-WB funding for construction would be available for the years 2019 and 2020, and that WisDOT would be soliciting projects for this funding in the summer of 2015.

Mr. Hoel then reviewed the proposed changes to the draft TIP that were requested by project sponsors, as listed in Exhibits A through C provided to Committee members prior to the meeting. He indicated that the City of Milwaukee had made a request prior to the meeting for two further changes regarding the project timing for two projects listed in Exhibit B that were approved for years 2015-2018 TAP funding allocated to the Milwaukee urbanized area:

1. Project G, developing a citywide bicycle parking program in the City of Milwaukee – Revise the timing of construction from 2017 to 2015, 2016, and 2017; and
2. Project J, installing anti-slip treatments for bicyclists on lift bridges at Plankinton Avenue and Emmer Lane in the City of Milwaukee – Revise the timing of preliminary engineering from 2015 to 2017 and the timing of construction from 2017 to 2018.

Mr. Schmidt stated that WisDOT staff would work with the City of Milwaukee to revise the timing of these projects.

With no further discussion, the 2015-2018 Transportation Improvement Program for the Kenosha, Milwaukee, Racine, Round Lake Beach, and West Bend urbanized areas as revised was approved on a motion by Mr. James Martin, seconded by Mr. Boehm, and carried unanimously by joint action of the Kenosha, Milwaukee, Racine, Round Lake Beach, and West Bend Area TIP Committees.

DISCUSSION OF THE UPCOMING FEDERAL SURFACE TRANSPORTATION PROGRAM – MILWAUKEE URBANIZED AREA (STP-M) FUNDING PROJECT SELECTION IN 2015 FOR YEARS 2017-2020 STP-M FUNDING

Mr. Yunker stated that the next agenda item would pertain to the Milwaukee TIP Committee, but indicated that members of the other TIP Committees were welcome to stay for the discussion. Mr. Yunker stated that the Commission worked with the Milwaukee TIP Committee and local governments within the Milwaukee urbanized area over the course of three meetings in 2013 to revise the long-used procedures used to evaluate, prioritize, and recommend candidate projects for STP-M funding. He noted that these procedures were applied to candidate projects for years 2015-2018 STP-M funding that were submitted to WisDOT) by counties and municipal governments having eligible facilities within the Milwaukee urbanized area, which resulted in the Milwaukee TIP Committee recommending 23 projects for \$82.2 million in years 2015-2018 STP-M funding. He added that during the development of the procedures, it was understood that the procedures approved by the Committee would be reviewed and potential changes considered prior to the evaluation, prioritization, and recommendation of candidate projects for the next STP-M funding cycle. He noted that as WisDOT is intending to solicit projects in 2015 for years 2019-2020 STP-M funding, the Commission staff thought it appropriate to begin discussions at this time for potential changes to the procedures to be used to evaluate, prioritize, and recommend candidate projects for years 2019-2020 STP-M funds.

Mr. Yunker stated that during the development of, and following the application of, the procedures to evaluate, prioritize, and recommend projects for 2015-2018 STP-M funds, potential changes to these procedures were suggested by Committee members and members of the public for consideration by the Committee for use in the evaluation, prioritization, and recommendation of candidate projects for years 2019-2020 STP-M funding. Mr. Yunker stated that, as an example, one community had suggested that the Milwaukee TIP Committee consider allowing, at the request of the project sponsor, the use of the pavement condition of the roadway prior to the application of a temporary maintenance overlay (in order to maintain the roadway until the proposed project could be implemented) for the evaluation of the potential candidate project. He noted that Commission staff would be supportive of this proposed change to the procedures. The Milwaukee TIP Committee had the following questions and discussions:

1. Mr. Grisa mentioned that he sent an email to Commission staff suggesting changes in how capacity expansion projects are evaluated, including evaluating such projects similar to candidate reconstruction to same capacity projects. Mr. Yunker stated that the Commission staff had received the email from Mr. Grisa and would consider his suggested changes.
2. Mr. Evans requested that pavement condition not be a criteria in the evaluation of capacity expansion projects, as such projects are typically affected more by traffic volumes and crash rates while resurfacing/reconditioning and reconstruction to same capacity projects are typically affected by pavement condition.
3. Mr. Evans stated that there is an issue that projects being recommended under the capacity expansion category may not meet the WisDOT level of service requirements, and suggested that these requirements should be met before funding is approved for a project. Mr. Yunker stated that only projects recommended for capacity expansion—widening upon reconstruction or construction of a new facility—in the adopted regional transportation plan are evaluated under the capacity expansion project category. Mr. Yunker noted that there

- tends to be some inconsistencies between the traffic forecasts developed by the Commission, which uses a travel demand model to forecast future traffic volumes, and WisDOT, which predominately uses historic traffic volumes to forecast traffic volumes. Mr. Yunker noted that Commission staff has in the past and will continue to work with WisDOT and project sponsors during the preliminary engineering of projects proposed for capacity expansions in determining if and when such capacity expansion is necessary.
4. Mr. Yunker stated that based on public comment received on the procedures used to evaluate projects for years 2015-2018 STP-M funding, the Committee will be asked to consider revising the process for transferring, or flexing, STP-M funding to transit capital projects to allow additional funding be transferred to transit capital projects. He stated that such a transfer may be necessary as transit capital funding has become more constrained for transit operators in the Milwaukee urbanized area. He stated that during the development of the current procedures, the Milwaukee TIP Committee recommended to continue its long-used process of combining STP-M funding and Federal Transit Administration (FTA) Section 5307 funding available to the Milwaukee urbanized area and allocating the funding between highway and transit projects based on the relative proportion of capital needs of public transit and local arterial streets and highway projects as determined in the year 2035 regional transportation plan—typically about 37 percent for public transit and about 63 percent for county and municipal highway projects. He noted that this process has historically resulted in the transfer/flexing of \$10.7 million in STP-M funds to transit projects. He added that the transfer of these funds had occurred throughout the 1990s when the available STP-M funding exceeded FTA Section 5307 funding. He stated that in recent years, the amount of STP-M and FTA Section 5307 funding has been about the same, which would result in the transfer of FTA Section 5307 funding for use on highway projects. He added that such a transfer had not occurred initially because the Milwaukee TIP Committee had determined not to transfer any FTA Section 5307 funds to county and municipal highway projects, as it was recognized that these funds could be used to fund transit operating costs, as capitalized maintenance, as well as capital projects. In addition, such a transfer is prohibited by Federal law.
 5. Responding to an inquiry by Mr. Lewis, Mr. Schmidt stated that the next STP-M funding cycle would cover the years 2016 through 2020 (with new funding available for years 2019 and 2020). Mr. Yunker noted that a typical reconstruction project can be done within a four to five year timeframe, but completing a complex reconstruction project or a capacity expansion project within that timeframe can be difficult.
 6. Mr. Schmidt stated that a suggestion of WisDOT is that project sponsors fund preliminary engineering for their projects prior to applying for STP-M funding. Mr. Yunker stated that this may be difficult for some project sponsors, particularly smaller communities. Mr. Grisa agreed noting that a project sponsor may not want to fund preliminary engineering work without any guarantee for construction funding. Responding to an inquiry by Mr. Yunker, Mr. Schmidt stated that project sponsors completing preliminary engineering with local funds for their candidate projects would assist them in understanding the project needs and estimating project costs. This would allow their projects upon approval of STP-M funding to be appropriately scheduled and potentially avoid delays in implementation of the projects. He added that project delays make it difficult for all of the available STP-M funding to be utilized on local projects, as WisDOT is required to utilize each year all of the highway funding that the State receives from FHWA. Chairman Dranzik stated that this may result in the unused STP-M funds being utilized to fund State projects in the urbanized area, rather than local projects. Mr. Grisa stated that if WisDOT uses STP-M funding for State projects in the Milwaukee urbanized area, those funds should be added to the funds available to local projects in the urbanized area in the subsequent STP-M funding cycle. Mr. Yunker stated that

this Committee has identified the next priority projects for STP-M funding should a project approved for funding be delayed or deferred, but noted that these projects need to be ready to be implemented should the funding become available.

7. Mr. Wantoch expressed concern that a project selected for STP-M funding may not have sufficient time to complete the project within the STP-M funding cycle. Mr. Yunker stated that WisDOT's solution to this would be for project sponsors to complete preliminary engineering prior to applying for funding so that the scope and the needed time and funding for project implementation could be better understood.
8. Mr. Grisa expressed concern that projects not funded, but identified as the "next priority" for STP-M funding, may not have sufficient time to implement their projects, particularly if STP-M funding becomes available late in the funding cycle. Responding to an inquiry by Mr. Grisa regarding potential solutions to this, Mr. Yunker stated previously there were occasions where only the preliminary engineering and right-of-way portions of a project would be approved for STP-M funding. He added that this could allow a project sponsor to initiate the project and potentially be ready for construction if additional STP-M funding became available. Mr. Grisa noted that the previous process that was used to evaluate and recommend projects for STP-M funding may have easily allowed for this, but the current process does not.

Mr. Yunker stated that Commission staff would be scheduling another meeting of the Milwaukee TIP Committee in 2015 to consider potential changes to the STP-M project selection process.

ADJOURNMENT

There being no further business to come before the TIP Committees, the meeting was adjourned at 2:47 p.m. on a motion made by Mr. Grisa, seconded by Mr. Einweck, and carried unanimously by the TIP Committees.

Respectfully Submitted,

Kenneth R. Yunker
Acting Secretary