

Minutes of the Meeting

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

DATE: October 29, 2012

TIME: 9:30 A.M.

PLACE: Wisconsin State Fair Park
Tommy G. Thompson Youth Center
Meeting Room 5
640 South 84th Street
Milwaukee, Wisconsin 53214

Milwaukee Urbanized Area Members Present

Brian Dranzik, Chair Interim Director,
Milwaukee County Department of Transportation
Aziz Aleiow Managing Engineer,
Milwaukee County Department of Transportation
Scott Brandmeier Director of Public Works/Village Engineer,
Village of Fox Point
Allison Bussler Director of Public Works, Waukesha County
Peter Daniels Principal Design Engineer,
(Representing Michael Lewis) City of West Allis
Jennifer Gonda Legislative Liaison Director, City of Milwaukee
Lloyd Grant, Jr. Managing Director,
Milwaukee County Transit System
Lois C. Gresl Major Projects Manager,
(Representing Ghassan Korban) City of Milwaukee
Thomas M. Grisa Director of Public Works, City of Brookfield
Robert C. Johnson Transit Director, Waukesha Metro Transit,
City of Waukesha
Michael J. Maierle Manager of Long-Range Planning,
Department of City Development, City of Milwaukee
Michael Martin Director, Department of Public Works,
Village of Hales Corners
Michael Mayo, Sr. County Board Supervisor,
Milwaukee County
Jeffrey S. Polenske City Engineer, City of Milwaukee

Non-Voting Members

Kenneth Yunker, Secretary Executive Director, SEWRPC
Sandra K. Beaupre Director, Bureau of Planning,
Division of Transportation Investment Management,
Wisconsin Department of Transportation

Dwight McCombPlanning and Program Development Engineer,
(Representing George Poirier) U.S. Department of Transportation,
Federal Highway Administration
Peter T. McMullen Program and Planning Analyst,
Wisconsin Department of Natural Resources
Sheri Schmit..... Systems Planning Group Manager,
(Representing Dewayne J. Johnson) Southeast Region,
Wisconsin Department of Transportation

Kenosha Urbanized Area Members Present

Kenneth Yunker, Secretary Executive Director, SEWRPC
Sandra K. Beaupre Director, Bureau of Planning,
Division of Transportation Investment Management,
Wisconsin Department of Transportation
Ronald Iwen Director, Department of Transportation, City of Kenosha
Mike Lemens Director, Department of Public Works, City of Kenosha
Dwight McCombPlanning and Program Development Engineer,
(Representing George Poirier) U.S. Department of Transportation,
Federal Highway Administration
Peter T. McMullen Program and Planning Analyst,
Wisconsin Department of Natural Resources
Sheri Schmit..... Systems Planning Group Manager,
(Representing Dewayne J. Johnson) Southeast Region,
Wisconsin Department of Transportation

Racine Urbanized Area Members Present

Julie Anderson, Chair..... Director, Department of Public Works, Racine County
Kenneth Yunker, Secretary Executive Director, SEWRPC
Sandra K. Beaupre Director, Bureau of Planning,
Division of Transportation Investment Management,
Wisconsin Department of Transportation
Tony Beyer.....Water Systems Engineer,
(Representing William Sasse) Village of Mount Pleasant
Dwight McCombPlanning and Program Development Engineer,
(Representing George Poirier) U.S. Department of Transportation,
Federal Highway Administration
Peter T. McMullen Program and Planning Analyst,
Wisconsin Department of Natural Resources
Sheri Schmit..... Systems Planning Group Manager,
(Representing Dewayne J. Johnson) Southeast Region,
Wisconsin Department of Transportation
Albert Stanek Parking and Transit Systems Manager, City of Racine

Round Lake Beach Urbanized Area Members Present

Kenneth Yunker, Secretary Executive Director, SEWRPC
Sandra K. Beaupre Director, Bureau of Planning,
Division of Transportation Investment Management,
Wisconsin Department of Transportation

Dwight McCombPlanning and Program Development Engineer,
(Representing George Poirier) U.S. Department of Transportation,
Federal Highway Administration

Peter T. McMullen Program and Planning Analyst,
Wisconsin Department of Natural Resources

Sheri Schmit..... Systems Planning Group Manager,
(Representing Dewayne J. Johnson) Southeast Region,
Wisconsin Department of Transportation

Guests and Staff Present

Adam Boardman Director, Bureau of Transit, Local Roads, Rails, and Harbors,
Division of Transportation Investment Management,
Wisconsin Department of Transportation

Roslin Burns..... Planning and Program Analyst, Southeast Region,
Wisconsin Department of Transportation

Mary Forlenza..... Chief, Local Transportation Programs and Finance,
Division of Transportation Investment Management,
Wisconsin Department of Transportation

Christopher T. HiebertChief Transportation Engineer, SEWRPC

Ryan W. Hoel..... Principal Engineer, SEWRPC

Alexis Kuklenski..... Community Planner, U.S. Department of Transportation,
Federal Highway Administration

David Massey.....Engineer, SEWRPC

Tim McElmeel Urban and Regional Planner, Southeast Region,
Wisconsin Department of Transportation

Andrew RohdeLocal Program Engineer, Southeast Region,
Wisconsin Department of Transportation

Jennifer Sarnecki.....Urban and Regional Planning Supervisor, Southeast Region,
Wisconsin Department of Transportation

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

ROLL CALL

Chair Dranzik called the meeting of the Advisory Committees on Transportation System Planning and Programming for the Kenosha, Milwaukee, Racine, and Round Lake Beach Urbanized Areas to order at 9:30 a.m. 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, and Round Lake Beach Urbanized Areas (TIP Committees).

Chair 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 four Committees present.

CONTINUED DISCUSSION OF FEDERAL CONGESTION MITIGATION AND AIR QUALITY IMPROVEMENT PROGRAM FUNDING—MAP 21 AND SCHEDULE FOR NEXT SELECTION OF PROJECTS.

Mr. Yunker asked the Wisconsin Department of Transportation (WisDOT) representatives to discuss the schedule for selection of projects for the next funding cycle of Federal Congestion Mitigation and Air

Quality (CMAQ) funding. Ms. Forlenza stated that WisDOT is intending to solicit new candidate projects early in 2013 for funding in the years 2014 and 2015 with CMAQ funds. She noted that WisDOT staff is considering whether to also make CMAQ funding available for projects in the year 2016. Mr. Yunker noted that the level of CMAQ funding to be made available in 2014 and 2015 will depend upon the amount of CMAQ funding included in the next biennial State budget.

Ms. Forlenza then stated that WisDOT staff is considering methods to ensure that all of the CMAQ funding allocated to the State is utilized each year, such as setting a time limit that a project sponsor has to implement their CMAQ approved project. She stated that WisDOT staff also intends to review the status of projects approved for CMAQ funding to identify delayed projects. Mr. Yunker noted that Commission staff has begun to work with WisDOT staff to identify such projects.

Ms. Forlenza then stated that under the Moving Ahead for Progress in the 21st Century Act (MAP-21) enacted in July 2012, the State would continue to receive a similar allocation amount of CMAQ funding as recent years, and this funding would continue to be available to eligible projects located within the non-attainment or maintenance areas for the ozone air quality standard at the time of the enactment of MAP-21. Mr. Yunker noted that the counties eligible for CMAQ funding would include the seven counties in Southeastern Wisconsin, along with Sheboygan, Manitowoc, Kewaunee, and Door Counties.

Responding to a question from Supervisor Mayo, Ms. Forlenza stated that WisDOT staff is currently working on the WisDOT Secretary's proposed budget for the Department. She noted that the budget request would be considered by the Governor for inclusion in his proposed 2013-2015 biennial State budget, adding that the Governor and State Legislature would be expected to complete the 2013-2015 biennial State budget during the Summer of 2013.

Responding to an inquiry from Mr. Stanek, Ms. Forlenza stated that WisDOT staff is currently reviewing the level of funding for the CMAQ program that would be recommended to the Governor for inclusion in the next biennial State budget. Mr. Stanek stated that the ability for transit systems to fund fleet replacement and expansion has been further limited under MAP-21, and that CMAQ funding may become a desirable source of funds for such projects. Ms. Forlenza noted that fleet replacement projects have not been typically made eligible for CMAQ funds in past funding cycles, adding that making such projects eligible for CMAQ funds could be considered for the next funding cycle.

A table prepared by WisDOT staff of projects approved for CMAQ funding but significantly delayed in their implementation was distributed. Mr. Yunker stated that the table is an initial attempt by Commission and WisDOT staffs to identify projects which have had substantial delays in implementation. Ms. Forlenza added that only projects approved in 2006 and earlier were included. Mr. Yunker stated that the Committee needs to consider how to address backlogged projects.

Mr. Polenske stated that a number of City of Milwaukee CMAQ projects listed on the table have already been let for construction or are continuing to advance to implementation. Mr. Yunker responded that Commission and WisDOT staffs understand that such projects may be included in the table, and that the purpose of the table was intended to initiate discussion with project sponsors regarding their backlogged projects. Ms. Schmit added that WisDOT staff would be sending similar tables to each project sponsor listed on the table, asking them to provide comment on the status of their CMAQ projects.

CONSIDERATION OF PRELIMINARY DRAFT OF SEWRPC STAFF MEMORANDUM ENTITLED: *PROPOSED ADJUSTMENTS TO THE YEAR 2010 CENSUS-DEFINED MILWAUKEE URBANIZED AREA BOUNDARY: RESPONSE TO COMMENTS AND QUESTIONS AT OCTOBER 2, 2012, MEETING*

Chair Dranzik asked Mr. Yunker to review the preliminary draft of the Commission staff memorandum regarding the proposed adjustments to the year 2010 Census-defined Milwaukee Urbanized Area boundary (see Attachment A to these minutes). During Mr. Yunker's review, he noted that the actions taken by the State in 2006 to not use Federal Highway Administration (FHWA) Surface Transportation Program – Milwaukee Urbanized Area (STP-M) funding significantly increased County and municipal funding and exceeds the impact of expansion of the adjusted area boundary from the year 2000 to 2010. Mr. Yunker also noted that Commission staff is working with FHWA and WisDOT staffs to include in the next biennial State budget an increase in the amount of FHWA Metropolitan Planning (PL) funds the Commission receives annually to replace the \$500,000 in FHWA STP-M funds the Commission receives each year in support of the Commission's transportation planning operations.

Responding to an inquiry by Mr. Grisa, Mr. Yunker stated that there is a 2 percent difference in planned arterial street and highway lane-miles between the year 2000 approved adjusted urbanized area and the proposed year 2010 adjusted urbanized area boundaries, and that there is an 11 percent difference in planned arterial street and highway lane-miles between the year 2010 Census defined urbanized area and the proposed 2010 adjusted urbanized area.

Mr. Polenske stated that efforts should be made to increase the level of STP-M funding to better accommodate the growing urbanized area, noting that the City's proportion of STP-M funding increased from the year 1990 approved urbanized area boundary to the 2000 urbanized area boundary, but the total amount of funds that the City has received has decreased. Mr. McComb noted that the amount of STP-M funding that is allocated each year is based on the Milwaukee urbanized area's proportionate share of population relative to other urbanized areas in the nation. Responding to a further question by Mr. Polenske, Ms. Forlenza stated that WisDOT is not considering an increase in funding to the Milwaukee urbanized area above the funding already allocated to the urbanized area.

Responding to a question by Supervisor Mayo, Mr. Yunker stated that the continual deferral of projects beyond the year that the STP-M funding is approved for makes it difficult for WisDOT to spend, as required, all of the Federal funds it receives annually. He further stated that this, as well, affects the implementation of projects that are on-schedule for the year they are approved for, because the deferred projects may use a portion or all of the STP-M funding available that year.

Mr. Yunker then described the possible actions, as summarized in the staff memorandum, that the Committee could take in approving an adjusted Milwaukee urbanized area boundary. Mr. Polenske and Ms. Gonda stated that they could agree with approving the boundary while recognizing that the Commission staff and local governments within the Milwaukee urbanized area continue to work with the State to increase the amount of STP-M funding available for county and local road projects within the urbanized area.

Mr. Polenske made a motion to approve the proposed adjustments to the year 2010 Census-defined urbanized area boundary for the Milwaukee urbanized area—as shown on Map 1 of Attachment A—recognizing that the actions taken by the State in 2006 to not use FHWA STP-M funding significantly increased County and municipal funding and exceeds the impact of expansion of the adjusted area boundary from the year 2000 to 2010. It was further recommended that the Regional Planning Commission, Wisconsin Department of Transportation, and county and local municipalities within the Milwaukee urbanized area work together to try to increase the amount of FHWA STP-M funding

available to county and local municipalities within the urbanized area, including funding \$500,000 annually of SEWRPC transportation planning with FHWA PL funding rather than FHWA STP-M funding. Mr. Johnson seconded the motion, and the motion was carried unanimously.

ADJOURNMENT

There being no further business to come before the TIP Committees, the meeting was adjourned at 10:38 a.m.

Respectfully submitted,

Kenneth R. Yunker
Acting Secretary

KRY/RWH/DJM/lgh
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SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

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Preliminary Draft

SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

Staff Memorandum

PROPOSED ADJUSTMENTS TO THE YEAR 2010 CENSUS-DEFINED MILWAUKEE URBANIZED AREA BOUNDARY: RESPONSE TO COMMENTS AND QUESTIONS AT OCTOBER 2, 2012, MEETING

INTRODUCTION

After each decennial U.S. Census, the U.S. Bureau of the Census delineates the urbanized areas of the nation. The current U.S. Bureau of the Census definition of an urbanized area is an inner core of census blocks or tracts that have a total land area of less than three square miles and a minimum population density of 1,000 persons per square mile surrounded by contiguous, densely settled census blocks and tracts having a minimum population density of 500 persons per square mile, along with adjacent densely settled blocks and tracts that together encompass a population of at least 50,000. The boundaries of urbanized areas are, as a result, irregular, and are not a complete measure of the urban area, as they are defined primarily by residential development, and do not include all commercial, industrial, or other urban development.

The Regional Planning Commission—working with local officials—and the Wisconsin Department of Transportation are responsible for proposing an adjusted urbanized area boundary for the Milwaukee urbanized area. A similar effort will be conducted for the other urbanized areas in Southeastern Wisconsin, including the Kenosha, Racine, Round Lake Beach, and West Bend urbanized areas. The adjustments—all additions to the Census-defined urbanized area—are to be made for a number of reasons. The adjustments are made to better define the true urbanized area by including areas of commercial and industrial urban development, which are not fully considered by the Census. The adjustments are also made to avoid having a street or highway located alternately inside and then outside the urbanized area boundary. Such a situation would cause difficulties as both urban and rural Federal funding may then need to be obtained simultaneously to fund and implement a project.

The adjusted urbanized area boundary is used to define the area within which the Federal Transit Administration (FTA) Section 5307 funding and Federal Highway Administration (FHWA) Surface Transportation Program (STP-M) funding allocated to the Milwaukee urbanized area may be expended. This affects the Milwaukee urbanized area in that the levels of FHWA STP-M funding and FTA Section 5307 funding are based upon the Census-defined urbanized area, but the funding is allocated among projects in the adjusted urbanized area boundary. This particularly impacts FHWA STP-M funding, as the boundary adjustments increase the mileage of facilities eligible for FHWA STP-M funding. The Milwaukee urbanized area TIP Committee has developed, approved, and applied a process for selecting

projects for STP-M funding based on each County's and community's proportion of the total eligible existing and planned arterial street and highway lane-miles identified in the adopted regional transportation plan.

In 1990, the Census-defined urbanized area included entire cities and villages and only those adjacent portions of towns which met a population density threshold. As a result, little adjustment was required (See Map 1). This changed for the year 2000 urbanized area as the Census-defined urbanized area only included areas which met a population density threshold. As shown on Map 2, this resulted in some areas being deleted from the Census-defined urbanized area, some areas added, and a need for significant adjustment to the year 2000 Census-defined urbanized area. The basis for the definition of an urbanized area by the U.S. Bureau of Census for the year 2010 is very similar to that for the year 2000, being based largely on a population density threshold. As shown on Map 3, the Census-defined urbanized area has expanded somewhat from 2000 to 2010, particularly by including portions of the Village of Richfield, City of Port Washington, and Town of Norway. Map 3 also shows the adjustment of the year 2010 urbanized area boundary proposed at the October 2 meeting of the Milwaukee urbanized area TIP Committee.

QUESTIONS AND COMMENTS ON THE PROPOSED ADJUSTMENT TO THE 2010 CENSUS-DEFINED URBANIZED AREA

Concerns were expressed and questions were asked at the October 2, 2012, Milwaukee urbanized area TIP Committee meeting about the adjustment of the year 2010 urbanized area, and the implications of limited funding being made available to a greater number of eligible facilities. Below is a listing of the questions and comments, and a Commission staff response.

- It was observed that this issue was faced with the adjustment of the year 2000 urbanized area, and it was suggested that the actions taken to address the issue at that time should be reviewed.

Response: The following represents a summary of the actions taken with regard to the year 2000 urbanized area boundary:

November 12, 2003 - A Year 2000 adjusted Census Milwaukee urbanized area boundary was approved at this Milwaukee TIP Committee meeting. Eligible lane-miles under an adjusted Year 2000 boundary represented a 15 percent increase compared to the Year 1990 adjusted boundary. Some of the increase was due to the expansion of the Census urbanized area from 1990 to 2000, some of the increase was due to adjustment of the urbanized area as a result of its irregular definition in 2000, and some of the increase was a result of including county and municipal arterials on the National Highway System (NHS). To reduce the impact on counties and municipalities, the State, which had historically accounted for—and would continue to account for under the Year 2000 adjusted boundary—about 22 percent of the eligible lane-miles and therefore receive about 22 percent of the available funding, agreed to reduce its percentage allocation of STP-M funds by permitting counties and municipalities to receive whichever proportion of funding allocation was highest: Year 2000 Census defined urbanized area or Year 2000 Census adjusted urbanized area. The State's share of funding was as a result reduced to about 18 percent. This was used to allocate Year 2006-2007 STP-M funding. Subsequent proposed further adjustment of the Census defined

boundary at a December 21, 2004, Milwaukee TIP Committee meeting would have reduced the State share to about 17 percent.

January 19, 2006 - Concerns continued with respect to the adjusted urbanized area boundary. At this Milwaukee area TIP meeting, the State proposed to drop its use of STP-M funds, resulting in an increase in funds to each county and municipality of about 20 percent. This was used for the allocation of Year 2008-2009 STP-M funding at this meeting, and at subsequent meetings for Year 2010-2014 funding.

- What existing and planned arterial facilities are included in the adjustments to the year 2010 Census-defined urbanized area? By how much do they increase total eligible lane-miles?

Response: Map 4 shows the existing and planned arterial facilities within the proposed adjustments to the 2010 Census-defined urbanized area. These arterial facilities within the adjustment area represent an 11 percent increase in lane-miles over the existing and planned arterial facilities in the Census-defined 2010 urbanized area.

- The proposed adjusted year 2010 Milwaukee urbanized area boundary would increase the total number of eligible facility lane-miles by 2 percent compared to year 2000 adjusted Milwaukee urbanized area boundary. It was asked whether the Wisconsin Department of Transportation would consider adding State STP funds to the STP-M funds to account for the need for STP-M funds to address these additional facilities.

Response: No response has been received from the Wisconsin Department of Transportation.

POTENTIAL ACTION

Listed below are potential courses of action that could be considered by the Milwaukee area TIP Committee:

1. Approve the proposed adjusted year 2010 urbanized area boundary recognizing that the actions taken by the State in 2006 to not use STP-M funding significantly increased County and municipal funding, and exceeds the impact of the expansion of the adjusted area boundary from the year 2000 to 2010. Listed below are the City of Milwaukee and Milwaukee County funding shares.

Shares of Adjusted Urbanized Area Lane-Miles and STP-M Funding

	<u>City of Milwaukee</u>	<u>Milwaukee County</u>
1990 adjusted area	24.2%	8.1%
2000 adjusted area (November 12, 2003)	23.6%	10.2%
2000 adjusted area (January 19, 2006)	27.0%	11.9%
Proposed 2010 adjusted area (October 2, 2012)	26.5%	11.7%

2. Further review the proposed adjustments to the year 2010 Census-defined Milwaukee urbanized area boundary before approval, seeking to reduce the amount of adjustment necessary. A subcommittee would need to be appointed to work with SEWRPC and WisDOT staff.
3. Continue to request that the State consider a 2 percent increase in STP-M funding reflecting the expansion of the urbanized area from 2000 to 2010.

* * *

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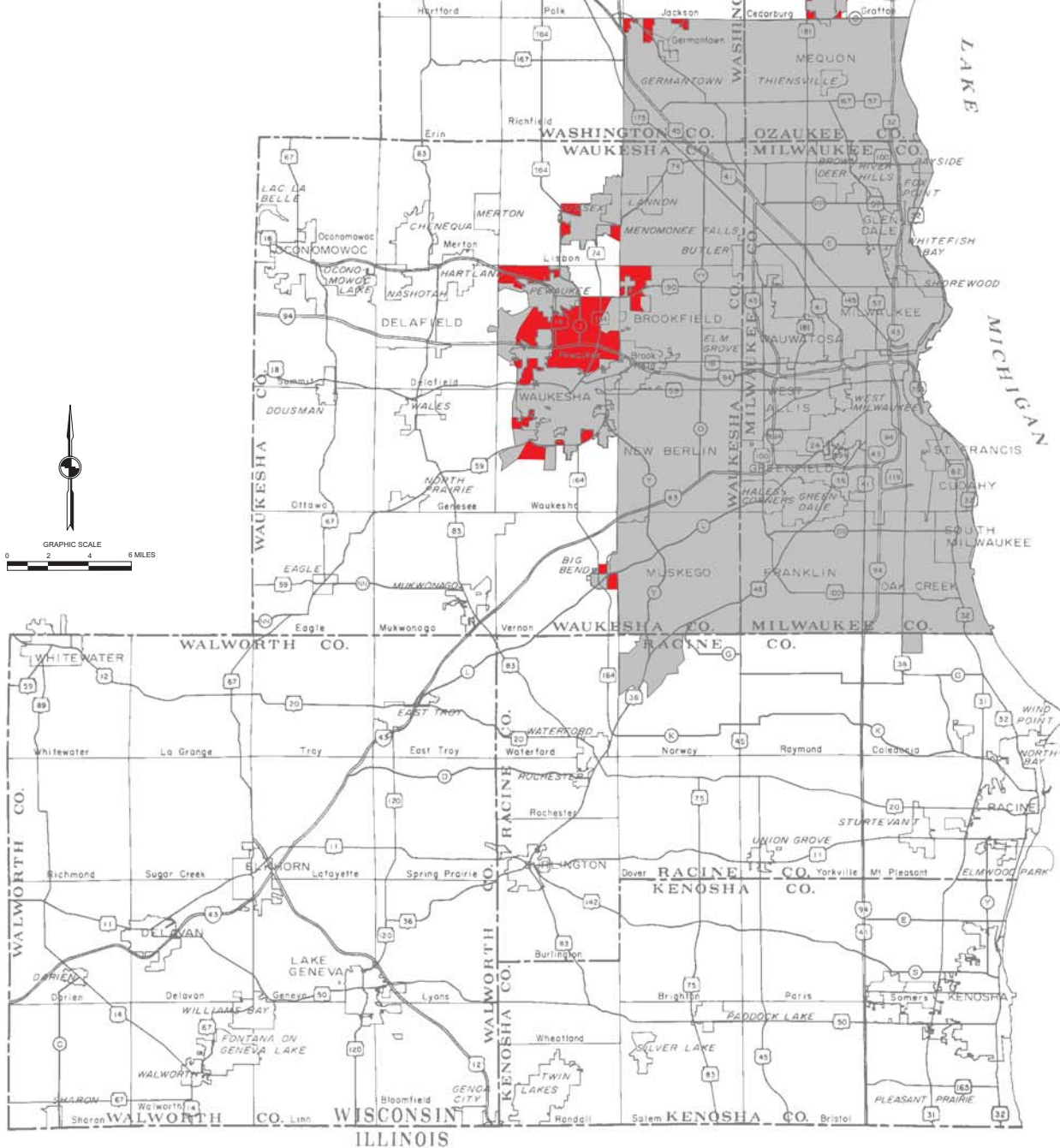
Attachments

Map 1
BOUNDARY OF THE MILWAUKEE
AREA: 1990

LEGEND

1990 CENSUS DEFINED URBANIZED AREA
BOUNDARY

1990 ADJUSTED URBANIZED AREA BOUNDARY






Source: U.S. Bureau of the Census and SEWRPC

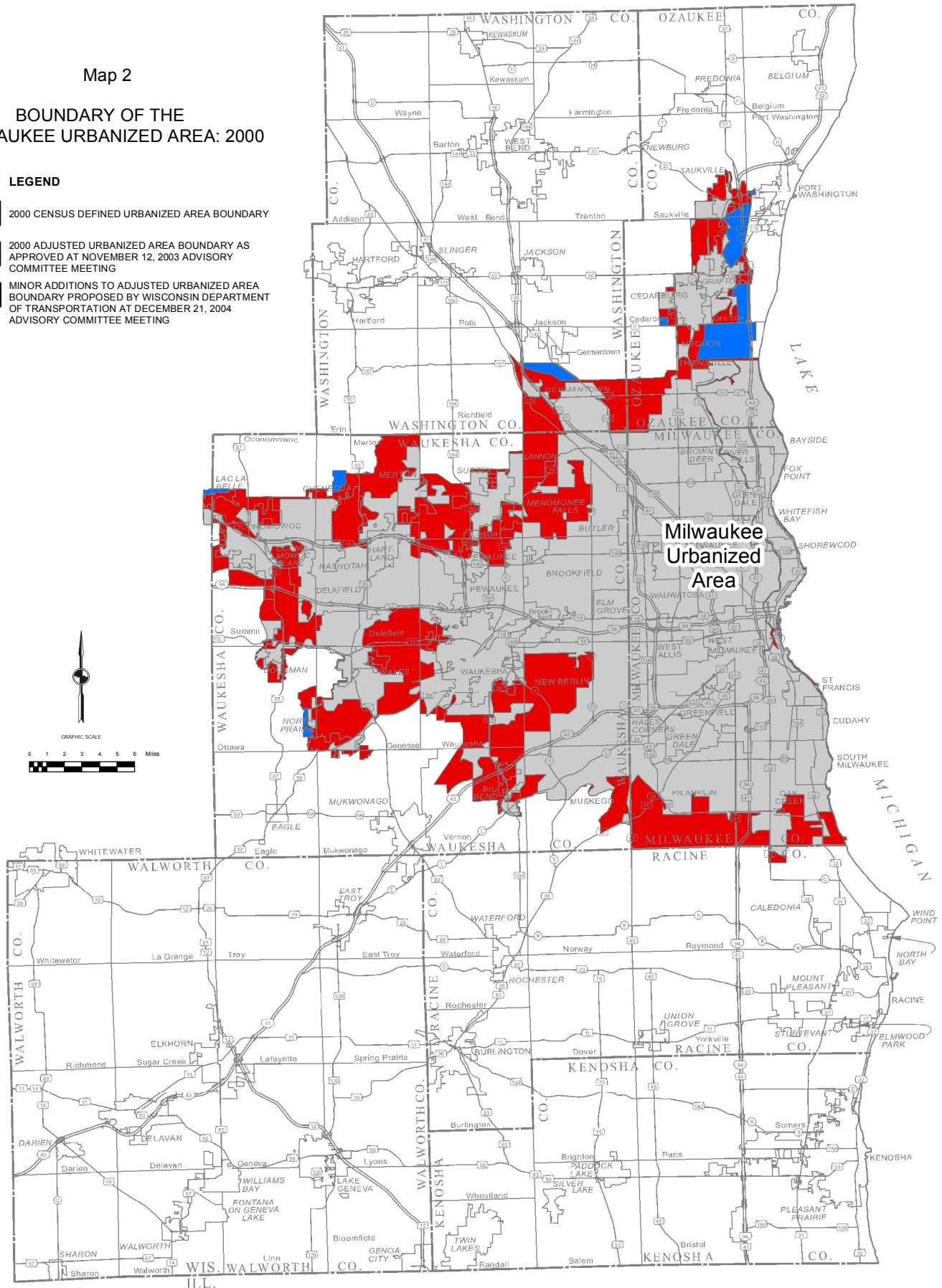
ADJUSTED MUA

Map 2

BOUNDARY OF THE MILWAUKEE URBANIZED AREA: 2000

LEGEND

-  2000 CENSUS DEFINED URBANIZED AREA BOUNDARY
-  2000 ADJUSTED URBANIZED AREA BOUNDARY AS APPROVED AT NOVEMBER 12, 2003 ADVISORY COMMITTEE MEETING
-  MINOR ADDITIONS TO ADJUSTED URBANIZED AREA BOUNDARY PROPOSED BY WISCONSIN DEPARTMENT OF TRANSPORTATION AT DECEMBER 21, 2004 ADVISORY COMMITTEE MEETING






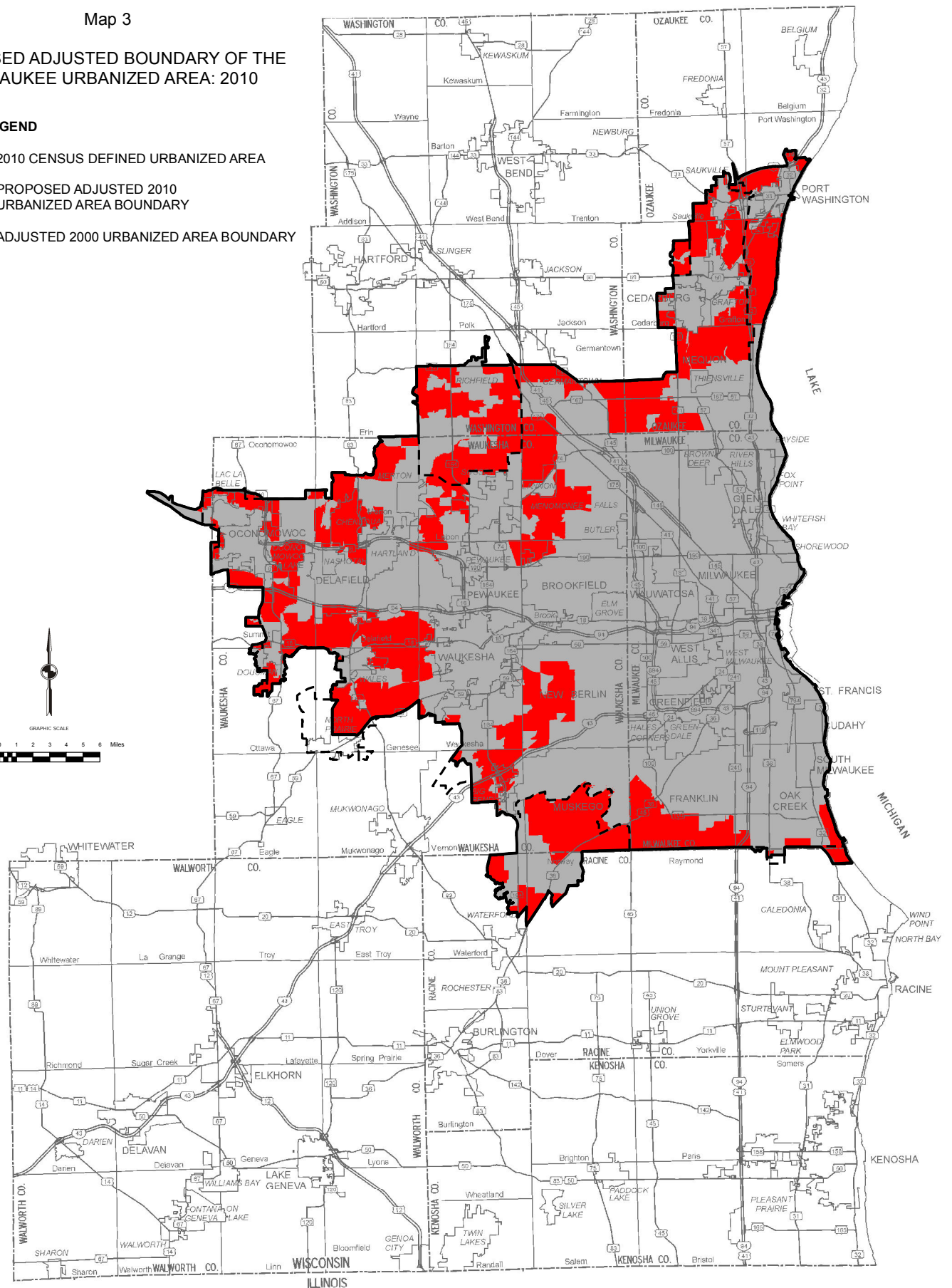
Source: U.S. Bureau of the Census, Wisconsin Department of Transportation, and SEWRPC.

Map 3

PROPOSED ADJUSTED BOUNDARY OF THE
MILWAUKEE URBANIZED AREA: 2010





LEGEND

-  2010 CENSUS DEFINED URBANIZED AREA
-  PROPOSED ADJUSTED 2010 URBANIZED AREA BOUNDARY
-  ADJUSTED 2000 URBANIZED AREA BOUNDARY



EXISTING AND PLANNED ARTERIAL FACILITIES
WITHIN THE PROPOSED ADJUSTMENTS
TO THE YEAR 2010 CENSUS-DEFINED
URBANIZED AREA BOUNDARY

LEGEND

-  2010 CENSUS DEFINED URBANIZED AREA
-  PROPOSED ADJUSTED 2010 URBANIZED AREA BOUNDARY
-  EXISTING AND PLANNED ARTERIAL FACILITY CURRENTLY UNDER LOCAL OR COUNTY JURISDICTION
-  EXISTING AND PLANNED ARTERIAL FACILITY CURRENTLY UNDER LOCAL OR COUNTY JURISDICTION WITHIN THE PROPOSED URBANIZED AREA ADJUSTMENTS

