

Minutes of the Meeting of the

**ADVISORY COMMITTEE ON
REGIONAL TRANSPORTATION PLANNING**

DATE: March 28, 2019
TIME: 9:30 a.m.
PLACE: West Allis City Hall
7525 W. Greenfield Avenue
West Allis, Wisconsin

Members Present

Donna Brown-Martin.....Director, Milwaukee County Department of Transportation
Chair
Fred Abadi Director of Public Works, City of Waukesha
Samir Amin..... City Engineer, City of Milwaukee Department of Public Works
Chad Chrisbaum (alternate for Jeffrey Polenske)Engineer, City of Milwaukee
David Cox Village Administrator, Village of Hartland
Douglas Ferguson Senior Analyst, Chicago Metropolitan Agency for Planning
Liaison to Chicago Metropolitan Agency for Planning
Carolynn GellingsManager of Engineering Services,
Waukesha County Department of Public Works
Traci Gengler (alternate for Peter Daniels)..... Principal Engineer, City of West Allis
Thomas Grisa Director of Public Works, City of Brookfield
Hans Higdon (alternate for Sheri Schmit).....Planning Supervisor, Southeast Region,
Wisconsin Department of Transportation
Nik Kovac Alderman, City of Milwaukee
Michael MaierleParking and Transit System Manager, City of Racine
Max Maréchal City Engineer, City of West Bend
Scott Schmidt..... Highway Commissioner/County Engineer, Washington County
Brian Udovich.....Highway Operations Manager, Jefferson County
Liaison to Jefferson County
Willie Wade President and CEO, Employ Milwaukee
Liaison to Environmental Justice Task Force
John Weishan, Jr. Supervisor, 16th District, Milwaukee County Board of Supervisors

Guests and Staff Present

Amy Connelly Director of City Development, City of Racine
Julie Esch Deputy Director, Milwaukee County Department of Transportation
Gabriel Gilbertson.....Community Development Management Assistant, Village of Menomonee Falls
Ryan HoelDeputy Chief Transportation Engineer, SEWRPC
Eric Lynde.....Chief Special Projects Planner, SEWRPC
Kevin Muhs..... Executive Director, SEWRPC
Steven Schaer..... Manager of Planning and Zoning, City of West Allis

CALL TO ORDER

Ms. Brown-Martin called the joint meeting of the Advisory Committee on Regional Transportation Planning to order at 9:43 a.m., welcoming those in attendance. She asked members present to introduce themselves and indicated roll call would be accomplished through circulation of a sign-in sheet.

REVIEW AND CONSIDERATION OF PRESENTING FOR PUBLIC COMMENT A PROPOSED THIRD AMENDMENT TO VISION 2050 ESTABLISHING TARGETS FOR THE TRANSIT ASSET MANAGEMENT, NATIONAL HIGHWAY SYSTEM CONDITION AND PERFORMANCE, FREIGHT PERFORMANCE, AND CONGESTION MITIGATION AND AIR QUALITY IMPROVEMENT FEDERAL PERFORMANCE MEASURES

Ms. Brown-Martin indicated that the purpose of the meeting was to review and consider a draft amendment to VISION 2050 addressing Federal performance management requirements prior to staff presenting the draft amendment for public comment. Mr. Muhs noted that the proposed amendment being discussed at this meeting will not change any of the current recommendations of VISION 2050, nor change any of the previous evaluations and performance measures utilized as part of the development of the plan. He added that the proposed amendment is intended to add new performance measures and targets to meet Federal performance management requirements. Mr. Hoel then reviewed a preliminary draft of the proposed amendment in a document entitled “Third Amendment to *VISION 2050: A Regional Land Use and Transportation Plan for Southeastern Wisconsin*, Establishing Targets for the Transit Asset Management, National Highway System Condition and Performance, Freight Performance, and Congestion Mitigation and Air Quality Improvement Federal Performance Measures,” which had been distributed to Committee members prior to the meeting (available [here](#)). Mr. Hoel reviewed the draft amendment using a presentation distributed to Committee members at the meeting (available [here](#)). He noted that Wisconsin Department of Transportation (WisDOT) staff had submitted comments on the proposed amendment and Commission staff would incorporate their suggested revisions and corrections, including revisions to Tables 16 and 17 of the draft report. During Mr. Hoel’s review, he noted that the baseline freight reliability shown on slide 17 of the presentation should be 1.54, rather than 1.49. In addition, regarding the Congestion Mitigation and Air Quality Improvement (CMAQ) targets on slide 21, Mr. Hoel indicated that WisDOT staff had provided corrected numbers for the peak hourly excessive delay measure after reviewing the draft amendment document, and that the corrected numbers were depicted on the slide.

[Secretary’s Note: Attachment 1 to these minutes shows Tables 16 and 17 of the draft report revised with the correct baseline data and target for the annual hours of peak hour excessive delay (PHED) per capita performance measure, as indicated by WisDOT. The corrected tables were included in the version of the draft report made available to the public for review and comment from April 10, 2019, through May 9, 2019.]

The following discussion occurred with respect to the preliminarily proposed year 2050 transit asset management (TAM) targets:

1. Mr. Muhs indicated that Commission staff had received a letter from Karyn Rotker, Dennis Grzezinski, Fred Royal, and Deb Nemeth, which expresses support for the significantly improved transit system recommended under VISION 2050 and concern that the expected reduction of service under the fiscally constrained version of the transit system is likely to exacerbate

disparities between whites and people of color in Southeastern Wisconsin. He indicated that the preliminarily proposed TAM targets may be realistic given the current state of transit funding. However, an alternative approach would be to develop more aspirational targets, essentially based on the significantly improved transit system recommended under VISION 2050. Mr. Muhs asked the Committee members present which approach they preferred.

2. Mr. Kovac asked about the consequences of not achieving established targets. Mr. Muhs responded that there are no consequences related to funding if a target established by the Commission is not achieved. Mr. Kovac expressed support for setting more aspirational targets in line with VISION 2050.
3. Mr. Cox asked if the Federal Transit Administration (FTA) definition of useful life is realistic. Mr. Muhs responded that the useful life for a transit vehicle is defined as 12 years or 500,000 miles. Mr. Maierle indicated that, if a transit operator is forced to continue using vehicles beyond 12 years, it experiences increased maintenance costs and reduced service reliability.
4. Mr. Kovac asked whether the TAM targets could be shown two ways--one way based on a realistic approach and one way based on an aspirational approach. Mr. Muhs responded that staff could do that. Mr. Hoel noted that the establishing of targets for the Federal performance measures is new, and that MPOs across the nation are working to figure out how best to address the requirements that are appropriate for their area. He added that there is flexibility in the approaches used by MPOs in establishing targets, with some establishing realistic, achievable targets and others establishing aspirational targets.
5. Mr. Grisa stated that obtaining the opinions of WisDOT and the Region's transit operators would be appropriate before establishing aspirational targets, since they are responsible for implementation. He suggested using an approach that started slow and built over time to avoid earlier failure caused by a target that was set too high.
6. Mr. Wade indicated that the Commission has a long history of regional transportation planning and that Commission forecasts for population and employment have been quite accurate. He stated that transit needs to be improved to link people to jobs. He suggested that the numbers behind the TAM targets and what is needed to achieve the aspirational targets should be explained as part of the amendment.
7. Ms. Brown-Martin urged caution in developing aspirational TAM targets, noting that MCTS is in a position where it is trying to utilize whatever resources it can to maintain service, with minimal expansion of the system. At the State level, the Governor has proposed increasing transit funding, but such funding may not be included in the final budget. She indicated that it made sense to start slow with realistic short-term targets and build toward aspirational targets representing the significantly improved transit system under VISION 2050.
8. Mr. Kovac stated that if aspirational TAM targets would jeopardize funding to transit operators then that would not be a good idea, and suggested including a side-by-side comparison between the fiscally constrained targets and the VISION 2050 targets.

9. Mr. Muhs suggested, based on the Committee's discussion, that staff develop short-term targets that reflect current funding levels and develop year 2050 targets that are more consistent with the aspirational nature of VISION 2050.

[Secretary's Note: Attachment 2 to these minutes includes the revised section, along with a revised Table 4, of the draft report provided to Committee members prior to the meeting summarizing the preliminary recommended year 2050 TAM targets based on the aspirational nature of VISION 2050 and short-term TAM targets reflecting current funding levels. This revised section and Table 4 were included in the draft report made available for public review and comment between April 10, 2019, and May 9, 2019.]

10. Responding to an inquiry from Mr. Grisa, Mr. Hoel stated that the TAM targets would be reviewed every year. Mr. Grisa noted that this is just the beginning and that the process to establish targets should improve with experience. He noted that there may also be opportunities over time to use alternative revenue sources to address funding gaps and make the aspirational targets more achievable.
11. Mr. Maiерle indicated that it seemed a primary purpose of these Federal requirements is to determine the effectiveness of Federal transportation investments and the target-setting process was about setting goals and measuring progress toward achieving those goals. Mr. Kovac noted that MCTS has a revenue problem, not a spending problem, which limits its ability to achieve its goals. Mr. Muhs suggested the year 2050 TAM targets could be established acknowledging that transit operators are starting from a point where they cannot afford to replace their current fleets, much less expand them as would be necessary to achieve the transit system recommended under VISION 2050.

The following discussion occurred with respect to the preliminarily recommended National Highway System (NHS) pavement condition targets:

1. Mr. Maiерle questioned the accuracy of the data on existing pavement condition shown on Map 2 (slide 10), indicating that Prospect Avenue in the City of Milwaukee was currently in poor condition, rather than the fair condition indicated on Map 2. Mr. Hoel responded that when WisDOT evaluated the pavement condition of the NHS system in 2017, as depicted on Map 2, they were permitted to sample sections to represent longer segments (0.0 to 1.5 miles). This can result in more generalized representation of the pavement condition of certain NHS segments. He added that, under Federal regulations, WisDOT will be required to evaluate the condition of the NHS at a much greater resolution (every 0.1 miles) beginning in 2018, which will produce results more representative of the actual pavement condition. Mr. Kovac noted that current temperatures limit the ability to effectively fill potholes and pavement condition is always worse in early spring before communities can repair damage caused during the preceding winter. Mr. Amin agreed that Prospect Avenue is in poor condition, but explained that any work to improve the pavement along Prospect Avenue has been on hold until completion of the building construction currently occurring along Prospect Avenue. He added that Prospect Avenue is scheduled to be repaved next year through the City's High Impact Paving Program.

[Secretary's Note: Commission staff will review the pavement condition targets, along with all of the FTA and FWHA targets, established as part of this amendment

during the review and update of VISION 2050 scheduled to begin in the fall of 2019 and be completed in July 2020. As part of the review, Commission staff will compare the year 2017 condition data to the year 2018 condition data to determine if the pavement condition targets should be adjusted to reflect the more accurate year 2018 data.]

Ms. Brown-Martin then asked for a motion to approve presenting for public comment the proposed “Third Amendment to *VISION 2050: A Regional Land Use and Transportation Plan for Southeastern Wisconsin*, Establishing Targets for the Transit Asset Management, National Highway System Condition and Performance, Freight Performance, and Congestion Mitigation and Air Quality Improvement Federal Performance Measures.” Mr. Cox moved to approve presenting the proposed amendment for public comment conditional on the revisions discussed during the Committee’s review, and Mr. Kovac seconded the motion. The motion was approved unanimously.

DISCUSSION OF SCHEDULE AND LOCATION OF FUTURE JOINT ADVISORY COMMITTEE MEETINGS

Mr. Muhs indicated that the next meeting was scheduled for Thursday, May 16, 2019, at 9:30 a.m. at the West Allis City Hall, 7525 West Greenfield Avenue, West Allis, and that Committee members should have already received an electronic calendar invite for the meeting. He noted that the purpose of that meeting would be to consider public comment received on the proposed amendment to VISION 2050 and consider approval of the amendment. However, should staff receive minimal public comment and it be acceptable to the Committee, staff may cancel the meeting and instead request approval of the proposed amendment by email vote.

PUBLIC COMMENTS

Ms. Brown-Martin asked if there were any public comments. There were none.

ADJOURNMENT

Ms. Brown-Martin thanked everyone for attending and asked for a motion to adjourn the meeting. Mr. Cox moved and Ms. Gellings seconded the motion. The motion was approved unanimously. The meeting was adjourned at 10:53 a.m.

Respectfully submitted,

Kevin J. Muhs
Recording Secretary

Attachment 1

The below revised Tables 16 and 17 replace the tables on pages 52 and 54, respectively, in the draft report, entitled "Third Amendment to VISION 2050: A Regional Land Use and Transportation Plan for Southeastern Wisconsin, Establishing Targets for the Transit Asset Management, National Highway System Condition and Performance, Freight Performance, and Congestion Mitigation and Air Quality Improvement Federal Performance Measures," as provided to Committee members via email on March 28, 2019. The revised portion of the tables are in italics.

Table 16 (revised)
Peak Hourly Excessive Delay Targets Established for the Milwaukee Urbanized Area in Southeastern Wisconsin by the Wisconsin Department of Transportation and the Commission

Performance Measure	Year 2017 Baseline Data	Year 2019 Target	Year 2021 Target
Annual Hours of Peak Hour Excessive Delay (PHED) per Capita	8.96	N/A ^a	≤ 8.60

^a The Commission and WisDOT are not required to establish two-year targets as part of the initial target setting for this performance measure.

Source: Inrix, Inc., University of Wisconsin – Madison Transportation Operations and Safety Laboratory, WisDOT and SEWRPC

Table 17 (revised)
Preliminary Recommended Year 2050 Peak Hourly Excessive Delay Targets for the Milwaukee Urbanized Area in Southeastern Wisconsin

Performance Measure	Year 2017 Baseline Data	Year 2021 Target	Preliminary Recommended Year 2050 Target
Annual Hours of Peak Hour Excessive Delay (PHED) Per Capita	8.96	≤ 8.60 ^a	≤ 7.84

^a Per regulations, this target was established jointly by the Wisconsin Department of Transportation and the Commission.

Source: Inrix, Inc., University of Wisconsin – Madison Transportation Operations and Safety Laboratory, WisDOT and SEWRPC

Attachment 2

The text below replaces the paragraph under the header Preliminary TAM Targets starting on page 13 in the draft report, entitled "Third Amendment to VISION 2050: A Regional Land Use and Transportation Plan for Southeastern Wisconsin, Establishing Targets for the Transit Asset Management, National Highway System Condition and Performance, Freight Performance, and Congestion Mitigation and Air Quality Improvement Federal Performance Measures," as provided to Committee members via email on March 28, 2019. In addition, the revised Table 4 replaces the table on page 14 of the draft report. The revised portion of the text and table are in italics.

Preliminary TAM Targets

Establishing year 2050 targets based on the short-range targets established by the Commission for the year 2018 would acknowledge that a portion of the Region's rolling stock and transit facilities will operate beyond their useful life and below optimal conditions. In recent years, transit operators in the Region are, and have been, making maximum use of all available FTA funds in order to maintain a state of good repair. Such funds, until recently, have been below historical levels—making it difficult to maintain the desired replacement of buses every 12 years. Other recent funding challenges include State transit funding decreasing or not keeping pace with inflation, the limited ability to replace Federal and State funds with local property taxes due to tax levy caps, and restrictions on other local government revenue sources established by the State. However, given the VISION 2050 recommendations for the over doubling of transit service by the year 2050 and the associated substantial investment in transit assets that would occur if that doubling is achieved, the Commission staff preliminarily recommends that the year 2050 targets for the Region for the revenue vehicle-related measure be 10 percent or fewer vehicles beyond their minimum useful life. Similarly, it is recommended that the year 2050 target for the non-revenue vehicle-related measure be 20 percent or fewer vehicles beyond their minimum useful life. Achieving these targets would result in a vehicle being replaced on average one year before exceeding its Federally-defined maximum useful life. In addition, the Commission staff preliminarily recommends that the year 2050 target for the remaining measures be zero percent based on the assumption that investment levels needed to implement the VISION 2050 recommendations would be sufficient to achieve these targets. Table 4 shows the preliminary recommended year 2050 targets for each of TAM performance measures. It is further recommended, unless additional Federal and State funding become available for transit capital projects, that future short-term targets (beyond 2018) for the rolling stock-related measure be based on the year 2018 targets, as shown on Table 4.

Attachment 2 (continued)

Table 4 (revised)
Preliminary Recommended Year 2050 Transit Asset
Management Targets for Southeastern Wisconsin^a

Asset Class	Asset Examples	Performance Measure	Preliminary Recommended Year 2050 Target	Year 2018 Target^a
Rolling Stock				
Buses, Other Passenger Vehicles, and Railcars	Bus, Cutaway, Van, Minivan, and Streetcars	Percent of revenue vehicles that have either met or exceeded their useful life benchmark	< 10	< 30
Equipment				
Non-revenue service vehicles and equipment over \$50,000	Route Supervisor Vehicles, Maintenance Trucks, Pool Vehicles, DPF Cleaning System, Bus Wash Systems, Fare Collection systems, Vehicle Lifts	Percent of vehicles and equipment that have either met or exceeded their useful life benchmark	< 20	< 30
Facilities				
Support	Maintenance and Administrative Facilities	Percent of facilities within an asset class, rated below 3 on condition reporting system	0	< 15
Passenger	Rail Terminals, Bus Transfer Stations	Percent of facilities within an asset class, rated below 3 on condition reporting system	0	0
Parking	Park-and-Ride Lots with Direct Capital Responsibility	Percent of facilities within an asset class, rated below 3 on condition reporting system	0	0
Infrastructure				
Fixed Guideway	Track Segments, Exclusive Bus Rights-of-Way, Catenary Segments, and Bridges	Percent of segments that have performance restrictions	0	0

^a It is proposed that future short-term targets (beyond 2018) for these performance measure be based on the year 2018 target until additional Federal and State funding become available for transit capital projects.

Source: SEWRPC