

Minutes of the Meeting

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

DATE: May 22, 2023
TIME: 9:30 a.m.
PLACE: Large Conference Room, 2nd Floor
Milwaukee County Department of Transportation
10320 W. Watertown Plank Road
Wauwatosa, WI

Milwaukee Urbanized Area Members Present

Donna Brown-Martin, Chair Director, Department of Transportation, Milwaukee County, and
Commissioner, Southeastern Wisconsin Regional Planning Commission
Scott Brandmeier Director of Public Works/Village Engineer,
Village of Fox Point
Karen Braun Manager of Engineering Services,
Department of Public Works, Waukesha County
Allison M. Bussler Director of Public Works, Waukesha County
Alex Damien Director of Public Works, City of Waukesha
Melinda Dejewski City Engineer, City of West Allis
Jon Edgren Director of Public Works/Highway Commissioner
Ozaukee County
Thomas M. Grisa Director, Department of Public Works, City of Brookfield
Tom Hafner Administrator/Public Works Director, City of Delafield
Jerral Kruschke Commissioner of Public Works, City of Milwaukee
Mason Lavey Budget and Fiscal Policy Analyst, City of Milwaukee
(Representing Nik Kovac)
Sam Leichtling Planning Manager, Department of City Development,
City of Milwaukee
Kevin Muhs City Engineer, Department of Public Work,
City of Milwaukee
John Rodgers Senior Manager Grants Compliance,
(Representing Julie Esch) Milwaukee County
Holly Rutenbeck Project Manager, Department of Public Works,
(Representing James Bohl) City of Milwaukee
David Tapia Major Projects Manager,
(Representing Robert J. Bauman) Department of Public works, City of Milwaukee
Denise Wandke President and Managing Director,
Milwaukee County Transit System
Andrea Weddle-Henning Director of Transportation Engineering,
Milwaukee County Department of Transportation
William Wehrley City Engineer, City of Wauwatosa

Non-Voting Members Present

Ben McKay, Secretary Interim Executive Director,
Southeastern Wisconsin Regional Planning Commission

Roberto Gutierrez..... Deputy Director, Southeast Region,
Wisconsin Department of Transportation

Jefferson County Liaison Present

Brian Udovich..... Highway Operations Manager,
Jefferson County Highway Department

Guests and Staff Present

Tony Barth Systems Planning Chief, Southeast Region,
Wisconsin Department of Transportation

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

John Edlebeck Director of Public Works, Village of Whitefish Bay

Bryan Haas..... Project Engineer, City of Greenfield

Christopher Hiebert..... Chief Transportation Engineer,
Southeastern Wisconsin Regional Planning Commission

Ryan Hoel Deputy Chief Transportation Engineer,
Southeastern Wisconsin Regional Planning Commission

Ethan Johnson Senior Engineer,
Southeastern Wisconsin Regional Planning Commission

Ashley Kiepczynski Assistant City Engineer, City of Oak Creek

Cole McCraw Assistant City Engineer, City of Mequon

Jennifer Sarnecki..... Principal Planner,
Southeastern Wisconsin Regional Planning Commission

Matthew Sullivan City Engineer, City of Oak Creek

Jacob Varnes Local Program Manager, Southeast Region
Wisconsin Department of Transportation

Tom Wangarin Streets Services Manager, Department of Public Works,
City of Milwaukee

ROLL CALL

The meeting was called to order at 9:35 a.m. by Ms. Brown-Martin, Chair of the Advisory Committee on Transportation System Planning and Programming for the Milwaukee Urbanized Area (Milwaukee TIP Committee). Mr. Hoel welcomed all present and asked Committee members and Southeastern Wisconsin Regional Planning Commission (SEWRPC) staff to introduce themselves. Mr. Hoel asked if anyone in attendance had any public comments. No comments were made.

APPROVAL OF THE MINUTES OF THE NOVEMBER 7, 2022, MEETING

Ms. Brown-Martin stated that the Milwaukee TIP Committee is being asked to consider approval of the minutes of the November 7, 2022, meeting. Ms. Brown-Martin asked if the Committee members had any suggested changes to the minutes, and upon hearing none, called for a motion to approve the minutes. Ms. Bussler made a motion to approve the minutes for the meeting held

on November 7, 2022. The motion was seconded by Mr. Muhs, and the Committee unanimously approved the minutes.

REVIEW AND CONSIDERATION OF SEWRPC MEMORANDUM ENTITLED, “EVALUATION AND PRIORITIZATION OF CANDIDATE PROJECTS FOR ADDITIONAL FEDERAL FISCAL YEARS (FFY) 2023-2026 TRANSPORTATION ALTERNATIVES PROGRAM—MILWAUKEE URBANIZED AREA (TAP-MUA) FUNDING MADE AVAILABLE FROM THE BIPARTISAN INFRASTRUCTURE LAW (BIL) AND RECOMMENDATION OF CANDIDATE PROJECTS”

At the request of Ms. Brown-Martin, Mr. Hoel reviewed the SEWRPC memorandum entitled, *Evaluation and Prioritization of Candidate Projects for Additional Federal Fiscal Years (FFY) 2023-2026 Transportation Alternatives Program—Milwaukee Urbanized Area (TAP-MUA) Funding Made Available from the Bipartisan Infrastructure Law (BIL) and Recommendation of Candidate Projects*, which was provided to Committee members by email prior to the meeting.

[Secretary’s Note: The SEWRPC memorandum can be accessed from the following link:

<https://www.sewrpc.org/SEWRPCFiles/CommissionFiles/CommitteeFiles/2023/2023-05-16-memorandum-mke-tip.PDF>]

Mr. Hoel stated that 13 candidate projects, requesting a total of \$9,106,167 in FFY 2023-2026 TAP-MUA funding, were submitted to WisDOT by its March 24, 2023, deadline. Mr. Hoel noted that the Wisconsin Department of Transportation (WisDOT) has indicated a desire to select projects or project phases that can be obligated by the end of September (the end of Federal Fiscal Year) for FFY 2023 BIL funding, which could include the preliminary engineering of construction projects, the planning-related projects, and safe routes to school programs. Mr. Hoel stated that WisDOT has also indicated that there may be an opportunity for more FFY 2023-2026 TAP-MUA funding than initially allocated if funding from other parts of the State is underutilized.

Mr. Hoel stated that the Commission staff initially recommends that the four submitted non-infrastructure projects would be recommended for FFY 2023-2026 TAP-MUA funding, as they could be obligated in the current fiscal year. Mr. Hoel indicated that the nine infrastructure projects would be evaluated utilizing a simple scoring procedure that would give priority to projects with the highest level of accommodation, highest level of implementation (new/improvement projects prioritized over rehabilitation projects), greatest extent of implementation, and greatest number of pedestrian/bicycle crashes experienced (either along the project itself or on adjacent facilities), as shown on Table 4 of the staff memorandum. Mr. Hoel stated a criterion providing one point to projects serving concentrations of minority populations and low-income populations was created based on the BIL legislation requiring the use of a criterion related to “high-need areas”.

Mr. Hoel stated that based on application of this criteria, six projects would be initially recommended for approval by the Milwaukee TIP Committee, as shown on Table 6 of the staff memorandum. Mr. Hoel noted that the Commission staff would propose that the remaining three infrastructure projects be prioritized based on their ranking on Table 6. Mr. Hoel indicated that

should additional TAP-MUA funding become available, Commission staff would work with WisDOT staff and the sponsors to utilize the funding. He further indicated that the Commission staff would seek approval for the use of such funds by the Milwaukee TIP Committee through the TIP amendment process.

Following Mr. Hoel's review of the staff memorandum, Mr. Grisa inquired if the BIL legislation provided guidance on how criteria assessing "high-need areas" should be developed. Mr. Hoel replied that the BIL legislation provided three example high-need areas—low-income, transit-dependent, and rural areas.

Mr. Rodgers made a motion to recommend the 10 projects for additional FY 2023-2026 TAP-MUA funding from the BIL legislation, as shown in Table 7 of the staff memorandum. The motion was seconded by Ms. Bussler and unanimously approved by the Milwaukee TIP Committee.

[Secretary's Note: Following the meeting of the Milwaukee TIP Committee, Commission staff were made aware of updates to the project costs of candidate TAP-MUA projects. Specifically, Commission staff have adjusted the recommended amounts to include the Federal share of State design and construction review costs. Commission staff believes that it can work with WisDOT to program all of the projects with adjusted projects costs without the need to adjust the listing of projects that were recommended by the Committee for funding. Attachment 1 to this memorandum shows the revised listing of projects recommended for the additional FY 2023-2026 TAP-MUA funding.]

In response to a question by Mr. Grisa, Mr. Hoel stated that additional TAP funding may be made available for the Milwaukee urbanized area from other parts of the State that may not fully utilize the additional TAP funding from the BIL legislation. Mr. Grisa suggested that if additional TAP-MUA funding is not sufficient to fully fund the City of Mequon's proposed project, then the additional funding should instead be used to fund the City of Waukesha and Village of Summit's projects. Mr. Hoel noted that Commission staff suggested to WisDOT staff that the Village of Summit project be considered as part of the Statewide evaluation, as it is located along the edge of the Milwaukee urbanized area and that it is located outside of the year 2020 Census-defined urbanized area boundary and will likely remain outside of the adjusted Milwaukee urban area boundary, currently being worked on by the Commission and WisDOT staffs.

Responding to an inquiry by Mr. Edgren, Mr. Hoel indicated that the City of Mequon's project would likely remain in the Milwaukee urbanized area, as much of the City of Mequon is located in the 2020 Census-defined urbanized area boundary. Mr. Hoel added that the Milwaukee TIP Committee will have an opportunity to review the draft 2020 Milwaukee adjusted urban area boundary after it has been developed.

REVIEW AND CONSIDERATION OF MEMORANDUM ENTITLED, "EVALUATION AND PRIORTIZATION OF CANDIDATE PROJECTS FOR ADDITIONAL FEDERAL FISCAL YEARS (FFY) 2022 AND 2023 CARBON REDUCTION PROGRAM –

MILWAUKEE URBANIZED AREA (CRP-MUA) FUNDING AND RECOMMENDATION OF CANDIDATE PROJECTS”

At the request of Ms. Brown-Martin, Mr. Hoel reviewed the SEWRPC memorandum entitled *Evaluation and Prioritization of Candidate Projects for Additional Federal Fiscal Years (FFY) 2022 and 2023 Carbon Reduction Program – Milwaukee Urbanized Area (CRP-MUA) Funding and Recommendation of Candidate Projects*.

[Secretary’s Note: The SEWRPC memorandum can be accessed from the following link:
<https://sewrpc.org/SEWRPCFiles/CommissionFiles/CommitteeFiles/2023/CRP-MUAStaffMemo.pdf>]

Mr. Hoel stated that the CRP was approved by the State legislature for FFY 2022 funds in March 2023, with limits to certain transportation management (TSM) and street lighting projects, as shown in Table 1 of the staff memorandum. He further stated that WisDOT’s subsequent solicitation for CRP projects focused on the FFY 2022 CRP funding provided by the current State budget. Mr. Hoel stated that, as WisDOT has a desire to implement projects or project phases that can be obligated by the end of the current Federal fiscal year in September, only projects that do not require any preliminary engineering would be able to utilize the FFY 2022 funding this year.

Mr. Hoel stated that WisDOT has indicated that there may be an opportunity for project sponsors in the MUA to access additional FFY 2022 CRP funding if program funding from other parts of the State is underutilized. As such, Mr. Hoel indicated that WisDOT is permitting Commission staff to award projects for FFY 2023 CRP-MUA funding, which could potentially be implemented this or next year—potentially avoiding the need for a similar solicitation next year. However, he indicated that WisDOT has cautioned that any FFY 2023 CRP-MUA funding approved by this Committee for implementation of projects next year is subject to funding levels included in the next biennial budget expected to be adopted this summer.

Mr. Hoel noted that Table 2 of the staff memorandum shows the 16 candidate projects submitted by local sponsors requesting a total of \$12,466,201 in CRP-MUA funding. Mr. Hoel further noted that the Commission—working with local officials through this Committee—is responsible for prioritizing the 16 candidate projects and recommending the projects for CRP-MUA funding. Mr. Hoel indicated that Commission staff have developed two alternative methodologies for prioritizing the candidate projects—one based on their cost effectiveness (annual reduction in tons of CO₂ per dollar spent), as shown in Table 4 of the staff memorandum and one based on funding the highest priority project for each of the sponsors, as shown in Table 5 of the staff memorandum. He noted that the first alternative would fund the top twelve projects and partially fund the City of Mequon’s project. He added that the second alternative would include the partial funding for the two highest cost projects—one from the City of Milwaukee and one from the City of West Allis.

Mr. Grisa made a motion to approve the first alternative methodology. Mr. Edgren seconded the motion. Mr. Grisa stated that the first alternative methodology best meets the program goal of reducing carbon emissions.

Following the motion, Ms. Brown-Martin asked for discussion by the Committee:

1. Ms. Dejewski stated here preference for the second alternative, indicating that the City of Milwaukee and the City of West Allis could scale back their projects and that all project sponsors subsequently would be able to contribute to carbon reduction. Mr. Hoel indicated that more CRP funding will be made available during the next four years.
2. Ms. Weddle-Henning expressed appreciation to Commission staff for developing an alternative that would provide all the sponsors with funding.
3. Mr. Grisa stated that it would have been beneficial if the Committee had developed a process for evaluating the CRP projects ahead of projects being submitted. Mr. Hiebert noted that WisDOT is required to develop a CRP strategy under the BIL legislation, which it is currently working on, and that this Committee will likely have to revisit its process upon its completion. Mr. Muhs stated that he agrees with Mr. Grisa that in the future the Committee should select a methodology before knowing how projects would be prioritized under that methodology. Mr. Hoel noted that the Commission staff can work with the Milwaukee TIP Committee in the future, as necessary, to develop a formal CRP-MUA project selection process, but he noted that any revision would need to wait for the next State budget to be approved and the projects eligible for CRP funding under State law is known.

There being no further discussion, Ms. Brown-Martin asked the Committee members to vote on the motion to approve the first alternative methodology and resulting projects recommended to receive CRP-MUA funding. The motion passed on a vote of 18 ayes and one nay, with Ms. Dejewski opposing the motion.

[Secretary's note: Following the meeting of the Milwaukee TIP Committee, Commission staff were made aware of updates to the project costs of candidate CRP-MUA projects. Specifically, Commission staff made minor adjustments to the federal amounts requested to a few projects. Commission staff believes that it can work with WisDOT to program all of the projects with adjusted projects costs without the need to adjust the listing of projects recommended for funding. Attachment 2 to this memorandum shows the revised listing of projects recommended for the additional FY 2023-2026 TAP-MUA funding.]

DISCUSSION OF THE PROCEDURE FOR SELECTING CANDIDATE PROJECTS FOR USE OF FEDERAL HIGHWAY ADMINISTRATION SURFACE TRANSPORTATION PROGRAM – MILWAUKEE URBANIZED AREA (STP-M) FUNDS

At the request of Ms. Brown-Martin, Mr. Hoel reviewed the handout entitled, *Proposed Methodology for Review and Consideration of Changes to the Process for Evaluating and*

Prioritizing Projects for Federal Surface Transportation Block Grant Program – Milwaukee Urbanized Area (STP-M) Funds.

[Secretary's Note: The SEWRPC handout can be accessed from the following link:
<https://sewrpc.org/SEWRPCFiles/CommissionFiles/CommitteeFiles/2023/STP-MProcessReviewTimeline.pdf>]

Mr. Hoel stated that Commission staff is proposing that the review and potential update of the STP-M evaluation and prioritization process requested by the Committee be conducted over three meetings, with any changes to the process being finalized ahead of the expected deadline for STP-M applications for the next funding cycle in October 2023.

Mr. Hoel stated that the first meeting would include a review and discussion of the current STP-M evaluation and prioritization process and its application during past funding cycles, a review and discussion of the scoring procedures utilized by peer agencies, and discussion of potential changes to the current evaluation and prioritization process for evaluation by Commission staff. He added that the two subsequent meetings could include the review of the evaluation of potential changes for inclusion into a preliminary recommended process and consideration of the final recommended process for use for the 2028-2029 STP-M funding cycle, respectively.

Following Mr. Hoel's review of the handout, the following additional comments and questions were raised by the Milwaukee TIP Committee:

1. Ms. Weddle-Henning asked how much time project sponsors would have to finish preparing their proposals for STP-M funding following the third meeting. Mr. Hoel responded that WisDOT typically sets the deadline for submitting project applications for STP funding as October 15th, but the actual date would be dependent on when WisDOT initiates the new STP funding cycle.

[Secretary's Note: Subsequent to this meeting of the Milwaukee TIP Committee, WisDOT initiated the solicitation of projects for years 2028-2029 STP funding and indicated that project applications will be due on October 27, 2023.]

2. Mr. Grisa stated that he is concerned that the proposed process to review and potentially revise the STP-M project selection process is too rushed, and he suggested that the Committee may want to review the process over a longer period of time. He noted that reviewing and potentially revising the process creates a lot of work for Commission staff. Ms. Brown-Martin replied that the Committee members have asked for a re-evaluation of the project selection process two STP-M cycles ago, and that the re-evaluation was put on hold because of the additional funding from the BIL legislation. She further noted that she has heard from some smaller communities that they would like to be part of the discussion of potential changes to the process. Ms. Brown-Martin stated that she would like to move forward with the plan to review and potentially revise the STP-M project selection process. Mr. McKay stated that the

Committee can move forward with the proposed first meeting while maintaining the option to use the existing project selection methodology for the next STP-M cycle if the review and potential revision of the process is not completed within the proposed timeframe. Mr. Hoel added that the Committee could also approve small changes to the evaluation process and postpone consideration of larger changes to a later date.

3. Responding to an inquiry by Ms. Bussler, Mr. Hiebert stated that Commission staff are considering changes to the membership of the Committee based on the results of the 2020 U.S. Census, including Ozaukee and Washington Counties sharing a membership on the Committee, increasing the number of members representing Milwaukee County south-shore communities from one to two, and having Greenfield be represented by the western Milwaukee County communities, along with Wauwatosa, and West Allis. Mr. Hiebert stated that the number of members representing the cities and counties of Milwaukee and Waukesha would remain unchanged. He noted that the Commission would be considering these proposed changes at its meeting on June 14, 2023.

[Secretary's Note: The Commission approved the changes to the representation of the Milwaukee TIP Committee due to the U.S. Census, as described above, at their meeting on June 14, 2023. Commission staff will work with the communities affected by these changes over the summer of 2023 to determine their representation going forward.]

4. Mr. Grisa asked when the new maps of the adjusted urban areas in the Region will be approved. Mr. Hiebert replied that the new maps likely will be approved late this year or early next year, and he stated that Commission and WisDOT staffs will soon begin discussing development of the new adjusted urban area boundaries.
5. Mr. Muhs noted that additional rural funds are available for areas that will no longer be included in the Milwaukee adjusted urban area. Mr. Hoel agreed with Mr. Muhs, noting that there is considerably more STP funding available now for rural areas in the State, including WisDOT's new STP-Local funding that is available to roadways traditionally not eligible for STP funding, such as local roads. Mr. Grisa noted that some small rural communities currently cannot compete for funding under the current STP-M project selection process. Ms. Bussler added that for this reason some communities do not want to be included in the Milwaukee urbanized area.

ADJOURNMENT

There being no further business coming before the Milwaukee TIP Committee, the meeting was adjourned at 10:32 a.m. on a motion from Ms. Weddle-Henning, a second from Mr. Muhs, and a unanimous vote to adjourn by the Committee.

Respectfully Submitted,

Benjamin R. McKay
Secretary

BRM/CTH/RWH/ESJ/esj
Doc #268376
7/11/2023

Attachment 1

Table 7 (revised)
Recommended Projects for Additional FFY 2023-2026 TAP-MUA Funding from the BIL Legislation

Sponsor	Project Title	Local Priority	Project Type	Amount of Federal Funds Recommended		
				Non-Infrastructure/ Preliminary Engineering	Construction	Total
Village of Fox Point	Crosswalk Safety Enhancements at 6 locations along STH 32	1	Pedestrian Improvements		168,773	168,773
City of Milwaukee	Construction of a protected bike lane along Hopkins St and Capitol Dr from 34th St to N Teutonia Ave	1	Bike/Ped	299,460	1,261,840	1,561,300
City of Milwaukee	Construction of a protected bike lane along Walnut St and Lisbon Ave from N 20th St to N 40th St	2	Bike/Ped	251,478	1,045,912	1,297,390
City of Milwaukee	Construction of a protected bike lane along Oklahoma Ave from S 6th St to S Howell Ave and S 6th St from W Manitoba St to W Oklahoma Ave	3	Bike/Ped	173,916	711,664	885,580
City of Milwaukee	South Powerline Trail Planning Study for Two We Energies Corridors--from the Hale Interchange to the Hank Aaron State Trail (3.9 miles) and from Pondview Park to Lake Michigan (5.0 miles)	4	Plan/Guide	200,000	--	200,000
City of Mequon	Mequon-Thiensville Bike and Pedestrian Way Commission Planning Study	1	Plan/Guide	64,000	--	64,000
Ozaukee County	Construction of the Ozaukee Interurban Trail along STH 60 from 1st Ave in the Village of Grafton to Washington Ave in the Town of Cedarburg	1	Bike/Ped	100,000	337,500	437,500
City of Wauwatosa	Construction of the Wisconsin Avenue Multi-use Path along the north side of Wisconsin Ave from Honey Creek Parkway to Mayfair Rd and along the east side of Mayfair Rd from Wisconsin Ave to Potter Rd	1	Bike/Ped	244,000	1,582,068	1,826,068
Village of Whitefish Bay	Village-wide Bike and Pedestrian Safety Study	1	Plan/Guide	96,000	--	96,000
Wisconsin Bike Fed	Milwaukee County SRTS High School Active Transportation Academy	1	SRTS Plan/Program	344,960	--	344,960
TOTAL				1,773,814	5,107,757	6,881,571

Attachment 2

Recommended Projects for FFY 2022 and 2023 CRP-MUA Funding (revised)

Sponsor	Project Title	Project Limits/Description	Local Priority	Project Type	Amount of Federal Funds Requested
City of Brookfield	Street Lighting Upgrade to LED	Various lighting circuits within the City of Brookfield	1	Lighting	\$283,640
Village of Greendale	LED Street Light Conversion	LED street light conversion in 4 locations	1	Lighting	\$771,990
City of Greenfield	Street Lighting Conversion to LED	W. Grange Ave (27th to 48th St); S. 31st St (at Grange); W. Edgerton Ave (Loomis Rd to 74th St)	1	Lighting	\$477,028
City of Mequon	Street Lighting ¹	Mequon Road (Cedarburg Road to N Port Washington Road)	1	Lighting	\$55,499
Milwaukee County	Traffic Signal Monitoring System Improvements	Make improvements to the Milwaukee County Department of Transportation's (MCDOT) communication system and monitoring capabilities on the county highway system	1	Traffic Flow	\$265,600
	W Oklahoma Ave Detection Improvement	Traffic signal improvements to reduce congestion	2	Traffic Flow	\$83,200
City of Milwaukee	Street Lighting Replacement with Energy-Efficient	Center Street to Juneau Avenue, 60th Street to Lake Michigan	1	Lighting	\$3,207,700
	Install Traffic Management System	(14 Intersections)	2	Traffic Flow	\$660,800
City of Oak Creek	Street Lighting Upgrades	Various locations within the City of Oak Creek	1	Lighting	\$327,720
City of South Milwaukee	LED Relamping of Street Lighting	Citywide street light replacement	1	Lighting	\$392,683
City of Waukesha	Traffic Signal Reconstruct at Sunset & Prairie	Intersection of Sunset Dr. at Prairie Ave.	1	Traffic Flow	\$460,000
City of Wauwatosa	HPS to LED Street Light Conversion (LLC)	City-wide	1	Lighting	\$305,674
Village of West Milwaukee	Street Lighting LED Conversion Project	Convert five existing Village street lighting systems to energy efficient LED technology.	1	Lighting	\$376,990
Total					\$7,668,525

¹ The City of Mequon's street lighting project is recommended for \$55,499 of the requested \$70,760.