



U.S. Department
of Transportation

Transportation Management Area Planning Certification Review

Federal Highway
Administration

Federal Transit
Administration

Southeastern Wisconsin Regional Planning Commission Federal Certification Review



July 23-24, 2024

Summary Report



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1.0 EXECUTIVE SUMMARY

On July 23-24, 2024, the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) conducted the certification review of the transportation planning process for the Milwaukee urbanized area covered by the Southeastern Wisconsin Regional Planning Commission (SEWRPC). FHWA and FTA are required to jointly review and evaluate the transportation planning process for each urbanized area over 200,000 in population at least every four years to determine if the process meets the Federal planning requirements. The FTA and FHWA have determined that the SEWRPC planning process meets and exceeds Federal planning requirements.

1.1 Previous Findings and Disposition

The previous certification review for the SEWRPC was conducted in 2020 and made a few recommendations and commended several of SEWRPC’s practices. There were no corrective actions needed in 2020. A summary of the recommendations and commendations and their disposition/status update are summarized in Appendix B. Additionally, SEWRPC provided a Self-Certification Summary of their planning processes before the site review and this information can be found in Appendix E.

1.2 Summary of Current Findings

The current review found that the metropolitan transportation planning process conducted in Milwaukee urbanized area covered by the Southeastern Wisconsin Regional Planning Commission meets and exceeds the Federal planning requirements.

There are 20 recommendations in total in this report that warrant close attention and follow-up, as well as areas that SEWRPC is performing very well in that are to be commended (there are six commendations in total for the 2024 SEWRPC Certification Review). There are no corrective actions.

The following topic areas received at least one recommendation that would improve the transportation planning process. Please refer to the specific topics in Section 4 for more information.

- MPO Agreements and Contracts
- Metropolitan Transportation Plan including Land Use and Housing
- Transit Planning including Safety and Security
- Transportation Improvement Program including List of Obligated Projects
- Public Outreach and Participation
- Civil Rights
- Environmental Mitigation
- Congestion Management Process
- Transportation Performance Management including Justice40
- Financial Planning

The following topic areas had noteworthy practices that the SEWRPC is doing well in the transportation planning process. Please refer to the specific topics in Section 4 for more information.

- Metropolitan Transportation Plan including Land Use and Housing
- Transit Planning including Safety and Security
- Transportation Improvement Program including List of Obligated Projects
- Public Outreach and Participation
- Civil Rights

Recommendations:

1. The MPO should continue to review and update agreements related to the metropolitan transportation planning process to reflect boundary and urban area changes resulting from the 2020 Census.

2. VISION 2050 has two versions in existence already including the original plan adopted in 2016 and the 2020 update. Each version contains numerous and voluminous chapters and information. The 2024 plan update is being produced. In order for readers/the public to be able to find information easier and understand the transportation system in Southeast Wisconsin without vigorous searching or knowing whether the information is the most current and relevant, consider consolidating or packaging the MTP into more of a single source document with high level information and easy to understand ways to get additional details contained within the versions of VISION 2050.
3. The Federal Review Team recommends SEWRPC coordinate with Milwaukee County Transit System (MCTS) to update the Milwaukee County Transit Development Plan from 2010. Given the new challenges facing the transit industry, an update is in order. SEWRPC is currently engaging County staff to develop a fiscal cliff transit plan and is expecting this to be completed by the end of 2025. A more traditional Transit Development plan will be completed late 2027/early 2028.
4. SEWRPC should work with WisDOT and Wisconsin MPOs to review federal and State TIP regulations and guidance to ensure local MPO TIP policies conform. An amendment process with public comment is required to add or delete a project from the TIP. Programming federal funding to illustrative projects for inclusion into the fiscally constrained 4-year TIP requires an amendment and public comment. SEWRPC will need to review and update their TIP amendment procedures to better align with state and federal regulations and guidance.
5. Consider strengthening the narrative relating to the Transit Asset Management (TAM) and Public Transportation Agency Safety Plans (PTASP) to TIP programmed projects specifically.
6. SEWRPC is encouraged to work with WisDOT and Wisconsin MPOs to review and update TIP and STIP development timelines. The STIP and TIPs should be approved and in place prior to the start of the program period which for a calendar year program is January 1. SEWRPC should update their internal TIP development schedules to ensure submittal to WisDOT by the identified MPO deadline for approval and inclusion in the STIP.
7. Consider improving the search function on the website to make current planning documents easier to find.
8. Title VI Plan includes information on Accessibility. Consider offering ADA and Accessibility information as stand-alone items in addition to inclusion within other plans and initiatives, and/or add to the title of the Title VI Program to include ADA.
9. Title VI complaint process must be updated to state that Title VI highway complaints will be submitted to WisDOT who will submit it to FHWA WI Division who will submit it to FHWA Headquarters Office of Civil Rights.
10. Complete an ADA Self-evaluation (28 CFR 35.105). An ADA Transition Plan is only required if SEWRPC will alter facilities that it owns. While these documents do not require Federal review or approval, they are required to be available for public review.

11. SEWRPC should work with municipalities in the MPO to provide training and information that will assist in the completion of ADA Self-evaluations and Transition Plans if Plans are required per regulation. Public entities with less than 50 employees should have ADA program access plans.
12. SEWRPC is working on a study to identify and characterize roadways and structures in Southeast Wisconsin with a low, medium, and high potential for flooding. WisDOT has developed a flood risk resiliency model that factors flooding probability, freight priority, and traffic impact and prioritizes it with a flood priority index. SEWRPC and WisDOT should share modeling results and methods with each other to determine priority concerns of mutual interest. The results of this study will be especially helpful to inform future updates of the Wisconsin Resilience Improvement Plan (WRIP).
13. Given the complexity of the CMP process and analysis, the CMP document should be updated to include a graphic or crosswalk of how the various SEWRPC documents implement the CMP, a summary of the analysis of the various SEWRPC documents that implement the CMP, and a summary of the various deficiencies identified by the CMP. The MPO should consider providing more information on the causes of congestion and use various visualization techniques to better describe CMP concepts and analysis within the CMP document.
14. SEWRPC intends to establish targets for greenhouse gas (GHG) emissions. To ensure that the planning process leads to programmed projects that address that goal/target and objectives identified, work to update the Carbon Reduction Program project selection guidance as it is from 2022 and does not reflect changes to the program that have occurred since then including the adoption and approval of the State's Carbon Reduction Strategy. The purpose of the Carbon Reduction Program, IJJA/BIL § 11403; 23 U.S.C. 175, is to reduce carbon dioxide emissions through the development of State carbon reduction strategies and by funding projects designed to reduce transportation carbon dioxide emissions. Coordinate and collaborate with WisDOT through the leveraging of resources and data and evaluate methodologies and strategies for GHG targets and Carbon Reduction project selection criteria to support all aspects of planning, including the evaluation of the strategies, development of targets, and allocation of resources to specific projects.
15. The Carbon Reduction Program is a 'covered program' under the Justice40 initiative along with the TA set aside and CMAQ programs. Thoroughly address in the project selection documentation how the distribution of benefits to different socioeconomic and ethnic minorities are identified and measured. Document this process along with the overall project selection process and methods for assessing whether targets have been achieved.
16. System performance report [23 CFR 450.324(f)(4)] requires that the MTP shall contain at a minimum a system performance report and subsequent updates evaluating the condition and performance of the transportation system with respect to the performance targets described in subsection 450.306(d), including progress achieved in meeting the performance targets. SEWRPC

should update the existing data for the Regional Performance Monitoring website to make it more current to paint a more accurate and up to date picture of the existing transportation system. Existing data in the Regional Performance Monitoring website appears to mainly have data from 2011 and 2017/18. Update the Regional Performance Monitoring website to include multiple years of results as data is available annually and goes back numerous years to establish trends and progress toward targets.

17. Differentiate between revenue service vehicles (buses, vans, streetcars) in TAM targets and update 2019 baseline data for further insight into transit asset management in the MTP update.
18. SEWRPC should work with WisDOT and Wisconsin MPOs to develop and implement a more standardized fiscal constraint demonstration for TIPs that provides both detailed and summary information to clearly demonstrate fiscal constraint by year and total for the plan.
19. SEWRPC should work with WisDOT and Wisconsin MPOs to develop and implement a more standardized fiscal constraint demonstration for MTPs that provides both detailed and summary information to clearly demonstrate fiscal constraint for the identified air quality conformity time bands and total through the horizon year of the MTP.
20. SEWRPC should consider aligning categories of projects within the MTP fiscal constraint demonstration with performance measures (PM) to better illustrate how the plan is working towards achieving PM targets and goals and objectives. This will also help to demonstrate efforts related to Management and Operations of the transportation system within the MPA.

Commendations:

1. The Bipartisan Infrastructure Law (BIL) added several requirements to better integrate housing considerations into the metropolitan planning process. SEWRPC provides a thorough analysis and deep integration of land use, housing, equity, and transportation in their MTP. These considerations were also well integrated in all steps of the planning process—inventory and forecasts, visioning and alternative plan development, and final plan recommendation and this is apparent in their MTP. SEWRPC has exceeded the minimum considerations outlined in BIL and continues to evaluate and improve their efforts.
2. The Federal Review Team commends SEWRPC on its commitment to promoting transit planning in the region. Transit providers within the Milwaukee urbanized area, and throughout seven county area value SEWRPC’s technical assistance in developing transit plans, and other transit related studies and projects. Transit partners have described SEWRPC as “almost an extension of staff” which is highly commendable.
3. SEWRPC is commended for their efforts and leadership to implement an electronic TIP to manage transportation projects more efficiently and effectively in their metropolitan area. e-TIPs go above and beyond the basic functionality of a spreadsheet or database to help manage all aspects

of a TIP including fiscal constraint, project tracking, reporting, processing, and document management. The MPO is encouraged to stay engaged in statewide e-TIP conversations to help make the S/TIP process more efficient and effective statewide.

4. Performance measures (PM) are one of the newer focus areas of recent transportation planning legislation. MPOs are required to show how TIP project programming is working to meet PM goals and targets set for their metropolitan planning area (MPA). SEWRPC does a good job of addressing this requirement by clearly and concisely illustrating how funding is being programmed to work toward achieving PM goals and targets throughout the life of the TIP. This documentation is a good example for other MPOs to emulate and the SEWRPC is commended for their efforts.
5. The Federal Review Team commends SEWRPC on its successful efforts to involve its community partners in the planning process. Most noteworthy is the success of the Environmental Justice Task Force.
6. The Federal Review Team commends SEWRPC for striving to meet and exceed Federal Civil Rights requirements in word and action. SEWRPC is a proactive leader in Title VI programming and activities. They carry the program through inception to implementation. Their website provides clear information to the public, committee meetings frequently include Title VI topics, and they strive to include non-discriminatory practices consistently. The MPO places heavy emphasis on involving the public. Committee meetings are open to the public and multiple attempts are made throughout the planning process to include public input. The MPO documents accessibility in meetings, solicits requests for accommodations, and documents public feedback received and responses to the feedback. Public participation and outreach efforts are regularly reviewed at committee meetings and included in the planning process.

Details of the certification findings for each of the above recommendations and commendations are contained in this report.

2.0 INTRODUCTION

2.1 Background

Pursuant to 23 U.S.C. 134(k) and 49 U.S.C. 5303(k), the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) must jointly certify the metropolitan transportation planning process in Transportation Management Areas (TMAs) at least every four years. A TMA is an urbanized area, as defined by the U.S. Census Bureau, with a population of over 200,000. After the 2010 Census, the Secretary of Transportation designated 183 TMAs – 179 urbanized areas over 200,000 in population plus four urbanized areas that received special designation. In general, the reviews consist of three primary activities: a site visit, a review of planning products (in advance of and during the site visit), and preparation of a Certification Review Report that summarizes the review and offers findings. The reviews focus on compliance with Federal regulations, challenges, successes, and experiences of the cooperative relationship between the MPO(s), the State DOT(s), and public transportation operator(s) in the conduct of the metropolitan transportation planning process. Joint FTA/FHWA Certification Review guidelines provide agency field reviewers with latitude and flexibility to tailor the review to reflect regional issues and needs. As a consequence, the scope and depth of the Certification Review reports will vary significantly.

The Certification Review process is only one of several methods used to assess the quality of a regional metropolitan transportation planning process, compliance with applicable statutes and regulations, and the level and type of technical assistance needed to enhance the effectiveness of the planning process. Other activities provide opportunities for this type of review and comment, including Unified Planning Work Program (UPWP) approval, the MTP, metropolitan and statewide Transportation Improvement Program (TIP) findings, air-quality (AQ) conformity determinations (in nonattainment and maintenance areas), as well as a range of other formal and less formal contact provide both FHWA/FTA an opportunity to comment on the planning process. The results of these other processes are considered in the Certification Review process.

While the Certification Review Report itself may not fully document those many intermediate and ongoing checkpoints, the “findings” of Certification Review are, in fact, based upon the cumulative findings of the entire review effort.

The SEWRPC review process was individually tailored to focus on topics of significance to their metropolitan planning area. Federal reviewers prepare Certification Review Reports to document the results of the review process. The reports and final actions are the joint responsibility of the appropriate FHWA and FTA field offices, and their content will vary to reflect the planning process reviewed, whether or not they relate explicitly to formal “findings” of the review.

To encourage public understanding and input, FHWA/FTA will continue to improve the clarity of the Certification Review reports.

2.2 Purpose and Objective

Since the enactment of the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991, the FHWA and FTA are required to jointly review and evaluate the transportation planning process in all urbanized areas over 200,000 population to determine if the process meets the Federal planning requirements in 23 U.S.C. 134, 40 U.S.C. 5303, and 23 CFR 450. The Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), extended the minimum allowable frequency of certification reviews to at least every four years.

Based on the 2010 Census, SEWRPC is the designated MPO for the urbanized areas of Milwaukee, Racine, West Bend, Kenosha, and a portion of Round Lake Beach-McHenry, Grayslake IL. Two of the urbanized areas within Southeastern Wisconsin are designated as transportation management areas (the Milwaukee and Round Lake Beach-McHenry, Grayslake IL urbanized areas). SEWRPC's metropolitan planning area (MPA) includes all of Kenosha, Milwaukee, Ozaukee, Racine, Washington, and Waukesha Counties, and parts of Dodge, Jefferson, and Walworth Counties, with the City of Milwaukee as the largest population center. Adjustments based on the 2020 Census to the Urban Areas and MPA are underway, and changes are expected to be finalized and approved by the end of 2024. WisDOT is the responsible State agency and 10 public agencies are responsible for the operation of public transportation within the MPA. Current membership of the SEWRPC MPO consists of elected officials and citizens from the political jurisdictions in the seven-county region consisting of Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha Counties.

Certification of the planning process is a prerequisite to the approval of Federal funding for transportation projects in such areas. The certification review is also an opportunity to provide assistance on new programs and to enhance the ability of the metropolitan transportation planning process to provide decision makers with the knowledge they need to make well-informed capital and operating investment decisions.

3.0 SCOPE AND METHODOLOGY

3.1 Review Process

The previous certification review was conducted in 2020. A summary of the status of findings from the last review is provided in Appendix B. This report details the 2024 review, which consisted of a formal site visit and a public involvement opportunity, conducted in July of 2024.

Participants in the review included representatives of FHWA, FTA, SEWRPC, WisDOT, and public transportation operators from Southeast Wisconsin. A full list of participants is included in Appendix A.

A desk audit of current documents and correspondence was completed prior to the site visit. In addition to the formal review, routine oversight mechanisms provide a major source of information upon which to base the certification findings.

The certification review covers the transportation planning process conducted cooperatively by SEWRPC, WisDOT, and public transportation operators. Background information, current status, key findings, and recommendations are summarized in the body of the report for the following subject areas selected by FHWA and FTA staff for on-site review:

- MPO Agreements and Contracts
- Unified Planning Work Program
- Metropolitan Transportation Plan (MTP) including Land Use and Housing
- Transit Planning
- Transportation Improvement Program (TIP) including List of Obligated Projects
- Public Outreach and Participation
- Civil Rights (Title VI, Nondiscrimination, EJ, LEP, ADA)
- Consultation and Coordination
- Environmental Mitigation
- Nonmotorized Planning/Complete Streets
- Travel Demand Modeling/Forecasting
- Congestion Management Process
- Transportation Performance Management including Justice40
- Financial Planning

3.2 Documents Reviewed

The following MPO documents were evaluated as part of this planning process review:

- VISION 2050: A Regional Land Use and Transportation Plan (2016, 2020, and 2024 Update)
- A Transportation Improvement Program for Southeastern Wisconsin: 2023-2026 and SEWRPC [ETIP](#)
- SEWRPC Regional Transportation Operations Plan for Southeastern Wisconsin: 2012-2016 (Memorandum Report No. 202)
- Southeastern Wisconsin Regional Planning Commission 2022 Annual Report
- Overall Work Program - 2024 Southeastern Wisconsin Regional Planning Commission
- Congestion Management Process for Southeastern Wisconsin (Memorandum Report No. 203, 2nd Edition)
- FTA List of Obligated Projects 2023

- FHWA List of Obligated Projects 2023
- Southeastern Wisconsin Regional [Performance Monitoring](#)
- A Regional Housing Plan for Southeastern Wisconsin: 2035 (2013)
- Cooperative Agreement for Continuing Transportation Planning for the Southeastern Wisconsin Region, January 21, 2020
- Cooperative Agreement Relative to Transportation Planning Services in That Portion of Jefferson County Included in the Milwaukee Urbanized Area, March 11, 2015
- Cooperative Agreement Relative to Transportation Planning Services in That Portion of Dodge County Included in the West Bend Urbanized Area, August 17, 2016
- Wisconsin 2012 Memorandum of Agreement Regarding Determination of Conformity of Transportation Plans, Programs and Projects to State Implementation Plans, June 20, 2012
- Cooperative Agreement for Coordination of Land Use-Transportation Planning in the Round Lake Beach-McHenry-Grayslake, IL-WI Urbanized Area, June 18, 2018
- The Wingspread Regional Accord, November 5-7, 2018
- Washington County Transit Plan
- Milwaukee County Transit Plan
- Ozaukee County Transit Plan
- Waukesha Area Transit Plan
- SEWRPC's [website](#)
- SEWRPC's Public Involvement [page](#)
- SEWRPC [Public Participation Plan](#) (2017)
- SEWRPC Public Participation Plan [Appendix A](#) (2017)
- SEWRPC Public Participation [Brochure](#)
- SEWRPC Public Participation [Accomplishments](#) (2023)
- SEWRPC [Data/Demographics](#)
- Census [website](#)
- SEWRPC [Facebook](#)
- SEWRPC [LinkedIn](#)
- SEWRPC [Instagram](#)
- SEWRPC [Twitter](#)
- SEWRPC [YouTube](#)
- SEWRPC Executive Committee ([sewrpc.org](#))
- SEWRPC Environmental Justice Task Force ([sewrpc.org](#))
- SEWRPC Transit Development Plans ([sewrpc.org](#))
- SEWRPC MobilISE Program ([sewrpc.org](#))
- SEWRPC CommuteWISE Program [CommuteWISE](#)

- SEWRPC TIP Review and Approval Process (sewrpc.org)
- SEWRPC Title VI Program - 2023 (sewrpc.org)
- SEWRPC Workforce Mobility Team
- SEWRPC Section 5310 Program

4.0 PROGRAM REVIEW

4.1 MPO Structure and Agreements

4.1.1 Regulatory Basis

23 U.S.C. 134(d) and 23 CFR 450.314(a) state the MPO, the State, and the public transportation operator shall cooperatively determine their mutual responsibilities in carrying out the metropolitan transportation planning process. These responsibilities shall be clearly identified in written agreements among the MPO, the State, and the public transportation operator serving the MPA. Further, 23 CFR 450.314(h) states that the MPO, the State, and the public transportation operator shall jointly develop specific written provisions for cooperatively developing and sharing information related to transportation performance data, the selection of performance targets, the reporting of performance targets, the reporting of performance to be used in tracking progress toward attainment of critical outcomes for the region of the MPO, and the collection of data for the State asset management plans for the National Highway System.

23 CFR 450.310 outlines MPO designation and redesignation. 23 CFR 450.310(d)(1) states that each metropolitan planning organization that serves a designated TMA shall consist of: (i) Local elected officials; (ii) Officials of public agencies that administer or operate major modes of transportation in the metropolitan area, including representation by providers of public transportation; and (iii) Appropriate State officials. (2) An MPO may be restructured to meet the requirements of this paragraph (d) without undertaking a redesignation. Further, 23 CFR 450.310(h) states that an existing MPO may be redesignated only by agreement between the Governor and units of general-purpose local government that together represent at least 75 percent of the existing metropolitan planning area population (including the largest incorporated city, based on population, as named by the Bureau of the Census). Additionally, 23 CFR 450.310(i) states that for the purposes of redesignation, units of general-purpose local government may be defined as elected officials from each unit of general-purpose local government located within the metropolitan planning area served by the existing MPO.

4.1.2 Current Status

SEWRPC was designated under Wisconsin statute as the regional planning commission for the seven-county region in southeastern Wisconsin in 1960. SEWRPC was designated as the MPO for the Milwaukee, Kenosha, and Racine urbanized areas on January 9, 1974. SEWRPC assumed responsibility

as the MPO for the Wisconsin portion of the Round Lake Beach, IL-WI urbanized area in western Kenosha County in 2005, having historically served as the MPO for the entire Kenosha County metropolitan planning area associated with the Kenosha urbanized area. The 2010 Census identified a new urbanized area within SEWRPC's existing planning area; the West Bend urbanized area consisting of the communities of Hartford, Slinger, Jackson, and Kewaskum in Washington County which resulted in SEWRPC serving as the MPO for the urbanized area. Based on the 2020 Census, the Census-defined urban area boundary for West Bend covers a significantly smaller area as compared to the 2010 Census-defined urban area boundary. In particular, the City of Hartford, the Village of Jackson, the Village of Kewaskum, the Village of Slinger, the Town of Hartford, the Town of Jackson, the Town of Kewaskum, and the Town of Polk are no longer located within the 2020 Census-defined urban area boundary. With a population of 34,552 based on the 2020 Census results, the West Bend urban area now falls below the 50,000-population threshold required to be considered an urbanized area. In April 2024, SEWRPC met with the West Bend Urban Area Committee and decided to retain its MPO status despite losing the ability to select projects for some Federal funds. SEWRPC currently provides the full complement of transportation planning services required of MPOs to the entire seven-county area in southeastern Wisconsin.

The governing structure of Wisconsin regional planning commissions is established in state statute. The SEWRPC Bylaws were amended on June 18, 2014 to provide designation of certain commissioners as representatives providers of public transportation and representatives of the State transportation officials. The assignments of transit and state representation are consistent with federal rules and regulations. The SEWRPC organizational structure and designation is consistent with federal requirements.

SEWRPC maintains the following transportation planning agreements required under this section:

- Cooperative Agreement for Continuing Transportation Planning for the Southeastern Wisconsin Region, January 21, 2020
- Cooperative Agreement Relative to Transportation Planning Services in That Portion of Jefferson County Included in the Milwaukee Urbanized Area, March 11, 2015
- Cooperative Agreement Relative to Transportation Planning Services in That Portion of Dodge County Included in the West Bend Urbanized Area, August 17, 2016
- Wisconsin 2012 Memorandum of Agreement Regarding Determination of Conformity of Transportation Plans, Programs and Projects to State Implementation Plans, June 20, 2012
- Cooperative Agreement for Coordination of Land Use-Transportation Planning in the Round Lake Beach-McHenry-Grayslake, IL-WI Urbanized Area, June 18, 2018
- The Wingspread Regional Accord, November 5-7, 2018

4.1.3 Findings

The MPO organizational structure and designation is consistent with federal requirements and the identified agreements adequately outline responsibilities for carrying out the metropolitan

transportation planning process. SEWRPC noted that they will continue to review and update their agreements as changes to their Metropolitan Planning Area (MPA) and Adjusted Census Urban Area Boundary (ACUB) are finalized based on the 2020 Census results. At the time of the review, SEWRPC, CMAP, IDOT, and WisDOT were in the process of approving and adopting an updated Cooperative planning agreement for the Round Lake Beach Urbanized Area.

Recommendation:

The MPO should continue to review and update agreements related to the metropolitan transportation planning process to reflect boundary and urban area changes resulting from the 2020 Census.

4.2 Unified Planning Work Program

4.2.1 Regulatory Basis

23 CFR 450.308 sets the requirement that planning activities performed under Titles 23 and 49 U.S.C. be documented in a Unified Planning Work Program (UPWP). The MPO, in cooperation with the State and public transportation operator, shall develop a UPWP that includes a discussion of the planning priorities facing the MPA and the work proposed for the next one- or two-year period by major activity and task in sufficient detail to indicate the agency that will perform the work, the schedule for completing the work, the resulting products, the proposed funding, and sources of funds.

4.2.2 Current Status

SEWRPC's UPWP is developed on an annual basis in coordination with the various transportation advisory committees. SEWRPC uses a multimodal approach in the UPWP's development. Development and implementation of the work program is reviewed by WisDOT, FHWA, and FTA during annual work program development meetings and midyear SEWRPC reviews. The UPWP provides information needed to support Federal eligibility and costs.

The UPWP identifies the eight U.S. Department of Transportation (USDOT) planning emphasis areas (PEAs) and provides examples of the SEWRPC's work addressing each PEA.

4.2.3 Findings

The UPWP is a comprehensive document that provides details on planning activities such as transportation, land use, and regional water quality. Projects are prioritized based on the current planning cycle of TIP development (completed bi-annually) and long-range plan (every four years). Other planning studies are then backfilled into the UPWP. SEWRPC maintains a strong relationship with the communities it serves and is aware when requests for more localized studies are forthcoming. The planning activities are consistent with the USDOT PEAs.

SEWRPC considers which studies will be funded locally versus federally in developing the UPWP. They received consolidated FHWA/FTA federal funding managed through FHWA. While SEWRPC has good coordination with FHWA, FTA, and WisDOT, they stated more funding for additional projects could be used.

The UPWP considers key planning issues in the region which includes development of the 2025-2028 TIP, coordination with WisDOT to monitor transportation system performance relative to targets established for performance measures, a need to reconsider the jurisdictional highway system plans for each of the seven counties, including refinements of the arterial street and highway improvements recommended in the regional transportation plan, and need to assist transit systems in the Region with developing federally required annual condition assessment, data, and narrative reports.

Commendation/Corrective Action/Recommendations: None.

4.3 Metropolitan Transportation Plan including Land Use and Housing

4.3.1 Regulatory Basis

23 U.S.C. 134(c), (h) & (i) and 23 CFR 450.324 set forth requirements for the development and content of the Metropolitan Transportation Plan (MTP). Among the requirements are that the MTP address at least a 20-year planning horizon and that it includes both long and short range strategies that lead to the development of an integrated and multi-modal system to facilitate the safe and efficient movement of people and goods in addressing current and future transportation demand.

The MTP is required to provide a continuing, cooperative, and comprehensive multimodal transportation planning process. The plan needs to consider all applicable issues related to the transportation systems development, land use, employment, economic development, natural environment, and housing and community development.

23 CFR 450.324(c) requires the MPO to review and update the MTP at least every four years in air quality nonattainment and maintenance areas and at least every 5 years in attainment areas to reflect current and forecasted transportation, population, land use, employment, congestion, and economic conditions and trends.

Under 23 CFR 450.324(f), the MTP is required, at a minimum, to consider the following:

- Projected transportation demand
- Existing and proposed transportation facilities
- Operational and management strategies
- Congestion management process

- Capital investment and strategies to preserve transportation infrastructure and provide for multimodal capacity
- Design concept and design scope descriptions of proposed transportation facilities
- Potential environmental mitigation activities
- Pedestrian walkway and bicycle transportation facilities
- Transportation and transit enhancements
- A financial plan

23 U.S.C. 134(g)(3) encourages MPOs to consult with officials responsible for other types of planning activities that are affected by transportation in the area (including State and local planned growth, economic development, environmental protection, airport operations, and freight movements) or to coordinate its planning process, to the maximum extent practicable, with such planning activities.

23 U.S.C. 134 (h)(1)(E) and 23 CFR 450.306(a)(5) set forth requirements for the MPO Plan to protect and enhance the environment, promote energy conservation, improve the quality of life, and promote consistency between transportation improvements and State and local planned growth and economic development patterns.

4.3.2 Current Status

The VISION 2050 MTP is the current iteration of the regional land use and transportation plan for Southeastern Wisconsin. SEWRPC completed an update of its VISION 2050 MTP in June 2024. VISION 2050 was originally adopted in 2016 with an interim review and update completed in 2020. The most recent update did not result in major changes in SEWRPC’s planning assumptions or outlook. Land use and transportation in the Plan is integrated throughout the planning process—from inventory and forecasts, visioning and alternative plan development, and final plan recommendations. VISION 2050 includes scenario planning and performance measures to develop recommendations for land use and transportation. SEWRPC has made two sets of transportation recommendations: one based on needs or desired outcomes and the other based on anticipated financial resources and referred to as the fiscally constrained transportation system (FCTS). This practice continued with the 2024 update.

In fall 2023, SEWRPC initiated the 2024 review and update, beginning with an assessment of the progress in implementing VISION 2050 recommendations, transportation system performance, year 2050 forecasts underlying the plan, and changes in recent years that impact the plan. In early 2024, SEWRPC obtained input via a series of virtual public meetings on proposed updates to plan recommendations, information related to funding for the recommended transportation system, how the plan benefits and impacts low-income populations, people of color, and people with disabilities, and federal performance targets set for the Region’s transportation system. After reviewing and addressing comments received, SEWRPC finalized the 2024 update with approval from the Regional Land Use Planning and Regional Transportation Planning Committees and SEWRPC adopted the plan update in June 2024. Now that adoption has occurred, SEWRPC staff are preparing to publish the 3rd edition to *VISION 2050 Volume III: Recommended Regional Land Use and Transportation Plan*.

The VISION 2050 June 2024 update process was documented in a series of memorandums:

1. Review of VISION 2050 Recommendations and Implementation to Date ([August 2023 Draft](#))
2. Review of VISION 2050 Forecasts ([August 2023 Draft](#))
3. Review of Transportation System Performance ([August 2023 Draft](#))
4. Updated VISION 2050 Recommendations ([May 2024 Draft](#))
5. Updated Financial Analysis ([May 2024 Draft](#))
6. Updated Equity Analysis ([May 2024 Draft](#))
7. Review of Targets for National Performance Measures ([December 2023 Draft](#))
8. Updated Milwaukee Metro Area Peer Comparison (under development)

SEWRPC, whose metropolitan planning area has designated non-attainment areas for the 2008 and 2015 Ozone National Ambient Air Quality Standards (NAAQS) and maintenance areas for the 1997 Ozone and 2006 fine particulate NAAQS, most recently prepared and submitted a conformity demonstration for the 2024 VISION 2050 update in early May 2024 and received a conformity determination from FTA and FHWA in early June 2024. SEWRPC staff continue to be an active member of the Wisconsin Transportation Conformity Workgroup. Upcoming transportation conformity, issues and demonstrations are reviewed and discussed at these quarterly meetings.

4.3.3 Findings

SEWRPC, since its first regional land use and transportation plan (c. 1965), has conducted comprehensive land use and transportation planning with the transportation system designed to support and encourage development of a desirable land use pattern. Part of the desirable land use pattern recommended by VISION 2050 is informed by SEWRPC's [regional housing plan](#), with the most current version completed in 2013. The regional housing plan's goal is to help provide financially sustainable housing for people of all incomes, age groups, and needs throughout the entire Southeastern Wisconsin Region. The plan includes 50 recommendations parsed throughout six major topic areas including affordable housing, fair housing and housing discrimination, job and housing balance, accessible housing for people with disabilities, subsidized and tax credit housing, and lastly housing best practices including housing and neighborhood design and the highlighting of programs and methods that have been successful in producing affordable housing. The Bipartisan Infrastructure Law (BIL) made several changes to include housing considerations in the metropolitan planning process, including –

- Updating the policy to include encouraging and promoting the safe and efficient management, operation, and development of surface transportation systems that will better connecting housing and employment; [§ 11201(d)(1); 23 U.S.C. 134(a)(1)]
- Adding officials responsible for housing as officials with whom the Secretary shall encourage each MPO to consult; [§ 11201(d)(2); 23 U.S.C. 134(g)(3)(A)]

- Requiring the metropolitan transportation planning process for a metropolitan planning area to provide for consideration of projects and strategies that will promote consistency between transportation improvements and State and local housing patterns (in addition to planned growth and economic development patterns); [§ 11201(d)(3); 23 U.S.C. 134(h)(1)(E)]
- Adding assumed distribution of population and housing to a list of recommended components to be included in optional scenarios developed for consideration as part of development of the metropolitan transportation plan; [§ 11201(d)(4)(A); 23 U.S.C. 134(i)(4)(B)]
- Adding affordable housing organizations to a list of stakeholders MPOs are required to provide a reasonable opportunity to comment on the metropolitan transportation plan [§ 11201(d)(4)(B); 23 U.S.C. 134(i)(6)(A)]; and
- Within a metropolitan planning area that serves a transportation management area, permitting the transportation planning process to address the integration of housing, transportation, and economic development strategies through a process that provides for effective integration, including by developing a housing coordination plan. [§ 11201(d)(5); 23 U.S.C. 134(k)]

During the onsite review, SEWRPC asserted that they were meeting the new housing requirements added in BIL and referenced their regional housing plan and items delineated and drawn from it as one example. They also stated they have been coordinating with affordable housing organizations as another example of meeting the BIL housing requirements. They emphasized, and this is evident in the way their MTP is developed, that the process of designing a transportation system around the desirable pattern of development, while also looking at where accessibility is being provided in relation to various EJ populations, ensures that the transportation investments are consistent with existing and planned housing and employment development patterns. A few housing specific recommendations from VISION 2050 include developing urban service areas with a mix of housing types, including multifamily housing and single-family housing, on smaller lots and preserving primary environmental corridors and productive agricultural land.

While VISION 2050 recommends more than doubling of transit service to significantly improve transit access, there is a substantial funding gap between the recommendations and what is contained in the Fiscally Constrained Transportation System (FCTS). SEWRPC updated its equity analyses for the June 2024 update to VISION 2050. The updated Equity Analysis analyzed the transportation system across five environmental justice evaluations, concluding that VISION 2050 would increase transportation access and quality for all citizens but that historically underserved groups will likely be disproportionately affected by the transit service reductions expected under the FCTS without additional funding. SEWRPC continues to be outspoken on the issue of transit funding, the need for dedicated funding for transit, and the impacts inadequate funding of transit will have on the Region's transit dependent users. This was again reinforced by reanalyzing the Financial Analysis for the June 2024 update to VISION 2050. The updated Financial Analysis compared the reasonably expected transportation costs and revenues through 2050, concluding that a funding gap exists for the VISION 2050 transportation system and identifying the portion of VISION 2050 that can be implemented with reasonably expected revenues. During these 2024 updates, SEWRPC staff looked to identify improvements to the analyses and better ways to visualize information contained in the analyses.

Lastly, as part of the 2024 interim review and update of VISION 2050, SEWRPC staff are preparing an update to the peer area comparison which highlights the disparities in the Milwaukee Metro Area. This analysis is being done for a third time with the 2024 update to VISION 2050 and this version will outline additional land use and housing considerations than the first two versions. The Milwaukee area has greater differences than nearly all metro areas with respect to the inequities between white and minority population education, per capita income, and poverty. Disparities between the City of Milwaukee and the rest of the Milwaukee area in terms of educational attainment, per capita income, and poverty exceed the central city-suburban disparities in other metropolitan areas.

Commendation:

The Bipartisan Infrastructure Law (BIL) added several requirements to better integrate housing considerations into the metropolitan planning process. SEWRPC provides a thorough analysis and deep integration of land use, housing, equity, and transportation in their MTP. These considerations were also well integrated in all steps of the planning process—inventory and forecasts, visioning and alternative plan development, and final plan recommendation and this is apparent in their MTP. SEWRPC has exceeded the minimum considerations outlined in BIL and continues to evaluate and improve their efforts.

Recommendation:

VISION 2050 has two versions in existence already including the original plan adopted in 2016 then the 2020 update. Each version contains numerous and voluminous chapters and information. The 2024 plan is being produced now. In order for readers/the public to be able to find information easier and understand the transportation system in Southeast Wisconsin without vigorous searching or knowing whether the information is the most current and relevant, consider consolidating or packaging the MTP into more of a single source document with high level information and easy to understand ways to get additional details contained within the versions of VISION 2050.

4.4 Transit Planning

4.4.1 Regulatory Basis

49 U.S.C. 5303 and 23 U.S.C. 134 require the transportation planning process in metropolitan areas to consider all modes of travel in the development of their plans and programs. Federal regulations cited in 23 CFR 450.314 state that the MPO in cooperation with the State and operators of publicly owned transit services shall be responsible for carrying out the transportation planning process.

4.4.2 Current Status

SEWRPC continues to serve as an important resource for public transportation in the region. There are five designated recipients for FTA funding within the Milwaukee urbanized area: Milwaukee, Ozaukee, Washington, and Waukesha Counties and the City of Milwaukee. As of the 2020 Census, only small portions of Ozaukee and Washington Counties are part of the Milwaukee urbanized area, and as of FY 2024, no longer receive formula funds from the Milwaukee urbanized area. The City of Milwaukee receives Congestion Mitigation and Air Quality (CMAQ) funds for operations of The Hop Streetcar. SEWRPC assists with the call for projects, TIP development, distribution of transit formula funding, and the preparation of Transit Development Plans (TDPs). TDPs evaluate current transit service, future transit needs, and recommended transit improvements to meet future needs. SEWRPC last completed a TDP for Milwaukee County in 2010, Ozaukee County in 2018, Washington County in 2015, and Waukesha County in 2023. SEWRPC is currently working with the City of Kenosha in developing a new TDP, with a focus on the bus route alignments.

SEWRPC is involved in many transit projects and initiatives such as partnering with Milwaukee County on the East-West Bus Rapid Transit (BRT) service. SEWRPC contributes to transit orientated development planning around streetcar expansion in the City of Milwaukee and establishing bus rapid transit (BRT) dedicated busways, transit enhancements along Bluemound Road in Waukesha County, and other ongoing and future transit studies.

4.4.3 Findings

SEWRPC serves on the Executive Committee of the Regional Transit Leadership Council (RTL), now referred to as MobilISE. Founded in 2016, MobilISE unites public and private sector leaders from throughout the seven county Southeastern Wisconsin region around strategies and actions to connect the region with robust multi-modal transportation options. In partnership with SEWRPC, MobilISE's Workforce Mobility Initiative engages directly with employers and business groups to address workforce mobility challenges and devise solutions to connect workers to jobs, including the implementation of the FlexRide Milwaukee. MobilISE acts as a convener and facilitator, working to advance projects that will directly solve immediate mobility challenges.

SEWRPC and RTL formed the Workforce Mobility Team (WMT) in 2018 to assist employers in identifying ways to better connect workers to jobs. The WMT created a website (<https://www.sewrpc.org/SEWRPC/Transportation/Workforce-Mobility-Team.htm>) with workforce mobility resources. Potential strategies can be sponsored by a single employer, a group of employers or a public-private partnership.

The COVID-19 Pandemic affected transit providers throughout the region. At certain times during the pandemic, many of the transit providers temporarily shut down service due to safety concerns. Transit service has also been modified to account for changing commuting patterns. Transit ridership in the region was severely impacted by the Pandemic long-term. However, ridership has been recovering; with Milwaukee County Transit reaching about 70% of pre-pandemic ridership. Along with the Pandemic,

local funding issues have been compounded. Given these challenges, SEWRPC continues to advocate transit and provides technical assistance for regional agencies.

Commendation:

The Federal Review Team commends SEWRPC on its commitment to promoting transit planning in the region. Transit providers within the Milwaukee urbanized area, and throughout seven county area value SEWRPC's technical assistance in developing transit plans, and other transit related studies and projects. Transit partners have described SEWRPC as "almost an extension of staff" which is highly commendable.

Recommendation:

The Federal Review Team recommends SEWRPC coordinate with Milwaukee County Transit System (MCTS) to update the Milwaukee County Transit Development Plan from 2010. Given the new challenges facing the transit industry, an update is in order. SEWRPC is currently engaging county staff to develop a fiscal cliff transit plan and is expecting this to be completed by the end of 2025. A more traditional Transit Development plan will be completed late 2027/early 2028.

4.5 Transportation Improvement Program including List of Obligated Projects

4.5.1 Regulatory Basis

23 U.S.C. 134(c),(h) & (j) set forth requirements for the MPO to cooperatively develop a Transportation Improvement Program (TIP). The MPO is required, under 23 CFR 450.326, to develop a Transportation Improvement Program (TIP) in cooperation with the State and public transit operators. Specific requirements and conditions, as specified in the regulations, include:

- The TIP shall cover a period of at least four years, must be updated at least every four years, and must be approved by the MPO and the governor. If the TIP is updated more frequently, the cycle must be compatible with the State Transportation Improvement Program (STIP) development and approval process. [23 CFR 450.326(a)]
- There shall be reasonable opportunity for comment by all reasonable parties in accordance with 23 CFR 450.316(a); in nonattainment TMAs, there must be an opportunity for at least one formal public meeting during the TIP development process. [23 CFR 450.326(b)] In addition, the TIP must be published or otherwise be made readily available for public review, including in electronically available accessible formats, to the maximum extent practicable.
- The TIP shall include (to the maximum extent practicable) a description of the anticipated effect of the TIP toward achieving the performance targets identified in the MTP, linking investment priorities to those targets.

- The TIP shall include capital and non-capital surface transportation projects (or phases of projects) within the boundaries of the metropolitan planning area proposed for funding under 23 U.S.C. and 49 U.S.C. Chapter 53 (including transportation alternatives; associated transit improvements; Tribal Transportation Program, Federal Lands Transportation Program, and Federal Lands Access Program projects; HSIP projects; trails projects; accessible pedestrian walkways; and bicycle facilities), except the following that may be included:
 - Safety projects funded under 23 U.S.C. Section 402 and 49 U.S.C. Section 31102;
 - Metropolitan planning projects funded under 23 U.S.C. 104(d), and 49 U.S.C. 5305(d);
 - State planning and research projects funded under 23 U.S.C. Section 505 and 49 U.S.C. 5305(e);
 - At the discretion of the State and MPO, metropolitan planning projects funded with STBG funds;
 - Emergency relief projects (except those involving substantial functional, locational, or capacity changes);
 - National planning and research projects funded under 49 U.S.C. Section 5314; and
 - Project management oversight projects funded under 49 U.S.C. Section 5327.
- All regionally significant transportation projects for which FHWA or FTA approval is required should also be included and, for informational purposes, so should all regionally significant projects to be funded from Federal sources not administered by FHWA or FTA as well as non-Federal sources [23 CFR 450.326(f)]. The TIP should include only projects that are consistent with the Metropolitan Transportation Plan. [23 CFR 450.326(i)]
- The following information shall be provided for each project included in the TIP: sufficient descriptive material to identify the project or phase; estimated total cost; amount of Federal funds proposed to be obligated during each program year; proposed source of Federal and non-Federal funds; identification of funding recipient/project sponsor; in nonattainment and maintenance areas, identification of TCMs and sufficiently detailed description for conformity determination. [23 CFR 450.326(g)]
- The TIP shall be financially constrained by year and shall include a financial plan identifying projects that can be implemented using current revenue sources and projects requiring proposed additional sources. The State and the transit operators must provide the MPO with estimates of Federal and State funds available for the transportation system serving the metropolitan area. [23 CFR 450.326(j)]
- Projects that the State and the MPO do not consider to be of appropriate scale for individual identification in a given program year may be grouped by function, geographical area, and work type. [23 CFR 450.326(h)]
- Suballocation of STBG to individual jurisdictions or modes shall not be used unless it can be clearly demonstrated that the distribution is based on considerations addressed as part of the planning process. [23 CFR 450.326(m)]

- As a management tool for monitoring progress in implementing the MTP, the TIP should identify the criteria and process for prioritizing the implementation of MTP elements through the TIP, list major projects implemented from the previous TIP, and identify significant delays in implementation. [23 CFR 450.326(n)] FHWA and FTA must jointly find that the TIP is consistent with the MTP. [23 CFR 450.330(a)]
- Projects included in the first four years of the TIP may be advanced in place of another project, subject to project-selection requirements specified in 23 CFR 450.332 (see below).

Several other regulations govern different aspects of TIP development and implementation:

- 23 CFR 450.328 addresses modification of the TIP, stating that the TIP can be modified at any time, subject to the following conditions:
 - In nonattainment or maintenance areas, the adding or deleting of projects that affect emission levels requires a new conformity determination;
 - Changes that affect fiscal constraint require amendment of the TIP;
 - Public involvement opportunities are provided consistent with requirements for complete information, timely notice, full public access to key decisions, and other relevant provisions; however, these procedures are not required for administrative modifications; and
 - After approval by the MPO and the governor, the TIP shall be included by reference and without change in the STIP.
- 23 CFR 450.332 addresses project selection from the TIP as follows:
 - The first year of an approved TIP constitutes an “agreed to” list of projects unless Federal funds available are significantly less than authorized amounts or there is significant shifting of projects between years. [23 CFR 450.332(a)]
 - In TMAs, all Title 23 and Federal Transit Act-funded projects not included in the first year of the TIP as an “agreed to” list of projects (except for NHS projects and those funded under bridge, interstate maintenance, and Federal Lands Highway programs) shall be selected from the approved metropolitan TIP by the MPO in consultation with the State and transit operators. [23 CFR 450.332(c)]

23 U.S.C. 134(j)(7) and 23 CFR 450.334 requires that the State, the MPO, and public transportation operators cooperatively develop a listing of projects for which Federal funds under 23 U.S.C. or 49 U.S.C. Chapter 53 have been obligated in the previous year. The listing must include all federally funded projects authorized or revised to increase obligations in the preceding program year and, at a minimum, the following for each project:

- The amount of funds requested in the TIP
- Federal funding obligated during the preceding year
- Federal funding remaining and available for subsequent years
- Sufficient description to identify the project

- Identification of the agencies responsible for carrying out the project

4.5.2 Current Status

The 2023-2026 SEWRPC TIP was approved in December of 2022. The TIP is developed on a two-year cycle with the next iteration expected to be approved in December of 2024. The current SEWRPC TIP meets all federal requirements.

4.5.3 Findings

The current 2023-2026 SEWRPC TIP is a multimodal program that meets all federal requirements. Performance measures (PM) are one of the newer focus areas of recent transportation planning legislation. MPOs are required to show how TIP programming is working to meet PM goals and targets set for their metropolitan planning area (MPA). SEWRPC does a good job of addressing this requirement by clearly and concisely illustrating how funding is being programmed to work toward achieving PM goals and targets through the life of the TIP.

A recent improvement to the SEWRPC TIP is the development of an electronic TIP (e-TIP). E-TIPs go above and beyond the basic functionality of a spreadsheet or database to help manage all aspects of a TIP including fiscal constraint, project tracking, reporting, processing, and document management. SEWRPC is the first MPO in Wisconsin to develop an e-TIP. The MPO uses EcoInteractive ProjectTracker software for their e-TIP and they have been working with the consultant to import project data and customize reports and data fields. The MPO has also been working with WisDOT to ensure the system is compatible with Wisconsin S/TIP processes. WisDOT regional staff have been trained and have begun to input project data directly into the software. SEWRPC noted that the software will help the MPO to manage the TIP more efficiently and effectively. SEWRPC is commended for leading e-TIP efforts in Wisconsin and is encouraged to continue to engage in statewide e-TIP conversations to help make the S/TIP processes more efficient and effective statewide.

The TIP is readily available on the SEWRPC website and comes with an up-to-date online database search of project listings which can be easily filtered and sorted by geography, project type, project sponsor, and funding type, or searched by keyword. Approx. 680 projects were listed in the database as of June 2024.

A statement in the TIP notes that Illustrative Projects can be added to the fiscally constrained TIP through an administrative modification. Illustrative Projects are not part of the fiscally constrained TIP and an amendment is required to add a project to the fiscally constrained TIP. The MPO noted that this language will be reviewed and clarified to comply with state and federal amendment policies. The MPO is

encouraged to actively participate in a statewide S/TIP process review being led by WisDOT where S/TIP amendment policies will be discussed.

The Current TIP includes the TAM and PTASP target numbers and baseline figures, a narrative stating that “\$174 million of funds programmed for implementing capital-related transit preservation projects are expected to contribute to the achievement of [TAM] targets.” but does not include much discussion of how specific programmed projects relate to the targets. Likewise, the PTASP targets and baseline figures table includes all required elements but the narrative simply states “Similar to the transit asset management targets, it is expected that many of the transit preservation-related projects programmed in the TIP would contribute towards maintaining or improving the safe operation and use of transit vehicles and facilities by minimizing exposure and risk of the public and transit operator personnel to potentially unsafe vehicles, equipment, and facilities.”

The list of annual obligated projects is posted separately for FHWA and FTA on the SEWRPC website. The lists appeared to be accurate & comprehensive, contained all the federally required pertinent information and a map, and projects were connected back to the TIP. SEWRPC’s List of Obligated Projects should be considered a best practice.

Commendations:

- SEWRPC is commended for their efforts and leadership to implement an electronic TIP to manage transportation projects more efficiently and effectively in their metropolitan area. e-TIPs go above and beyond the basic functionality of a spreadsheet or database to help manage all aspects of a TIP including fiscal constraint, project tracking, reporting, processing, and document management. The MPO is encouraged to stay engaged in statewide e-TIP conversations to help make the S/TIP process more efficient and effective statewide.
- Performance measures (PM) are one of the newer focus areas of recent transportation planning legislation. MPOs are required to show how TIP project programming is working to meet PM goals and targets set for their metropolitan planning area (MAP). SEWRPC does a good job of addressing this requirement by clearly and concisely illustrating how funding is being programmed to work toward achieving PM goals and targets throughout the life of the TIP. This documentation is a good example for other MPOs to emulate and the SEWRPC is commended for their efforts.

Recommendations:

- SEWRPC should work with WisDOT and Wisconsin MPOs to review federal and State TIP regulations and guidance to ensure local MPO TIP policies conform. An amendment process with public comment is required to add or delete a project from the TIP. Programming federal funding to illustrative projects for inclusion into the fiscally constrained 4-year TIP requires an amendment and public comment. SEWRPC will need to review and update their TIP amendment procedures to better align with state and federal regulations and guidance.

- SEWRPC is encouraged to work with WisDOT and Wisconsin MPOs to review and update TIP and STIP development timelines. The STIP and TIPs should be approved and in place prior to the start of the program period which for a calendar year program is January 1. SEWRPC should update their internal TIP development schedules to ensure submittal to WisDOT by the identified MPO deadline for approval and inclusion in the STIP.
- Consider strengthening the narrative relating to the Transit Asset Management (TAM) and Public Transportation Agency Safety Plans (PTASP) to TIP programmed projects specifically. FTA would like to see progress on this item on the 2027-2030 TIP.

4.6 Public Participation and Outreach

4.6.1 Regulatory Basis

Sections 134(i)(5), 134(j)(1)(B) of Title 23 and Section 5303(i)(5) and 5303(j)(1)(B) of Title 49, require a Metropolitan Planning Organization (MPO) to provide adequate opportunity for the public to participate in and comment on the products and planning processes of the MPO. The requirements for public involvement are detailed in 23 CFR 450.316(a) and (b), which require the MPO to develop and use a documented participation plan that includes explicit procedures and strategies to include the public and other interested parties in the transportation planning process.

Specific requirements include giving adequate and timely notice of opportunities to participate in or comment on transportation issues and processes, employing visualization techniques to describe metropolitan transportation plans and TIPs, making public information readily available in electronically accessible formats and means such as the world wide web, holding public meetings at convenient and accessible locations and times, demonstrating explicit consideration and response to public input, and a periodically reviewing of the effectiveness of the participation plan.

4.6.2 Current Status

The SEWRPC Metropolitan Planning Area (MPA) covers the seven-county region of the Southeast corner of Wisconsin, including the urbanized areas of Milwaukee, Round Lake Beach-McHenry, Grayslake IL, Kenosha, Racine, and West Bend based on the 2010 Census. The Milwaukee Urbanized Area 2020 population was 1,306,795. Between the 2010 and 2020 Census, the population of the MPA increased slightly by 26,869 (+1.3%) mostly led by outlying suburban collar counties north and west of Milwaukee. The population of the Milwaukee Urbanized Area itself, however, decreased by 69,681 (-5.1%). In 2010, 71.1% of the population was non-Hispanic White, which by 2020 had decreased to 66.2%. While still a small overall percentage, considerable growth has occurred in populations reporting identifying as “Other or Two or More Races” (+103.3% increase) and Asian (+41.4% increase) between 2010 and 2020. The Hispanic population increased by 23.8% between 2010 and 2020 and now makes up 12.1% of the MPA. The non-Hispanic Black population decreased slightly but still makes up the second largest racial

group in the MPA at 13.9%. 84.2% of the Black population in the MPA lives in Milwaukee County, which is the only minority-majority county in the MPA.

The latest US Census data for the Milwaukee Urbanized Area shows the median age at 37.2 years old, with the population over age 60 increasing from 17.6% in 2012 to 21.9% in 2022. 15.3% of the population speaks a language other than English at home, with 5.2% reporting limited English proficiency. Spanish was the most common language other than English, and the only language subgroup over 5%. 8.5% of the population was foreign-born with Latin America (40.1%) and Asia (37%) as the most common regions of origin. The median income for individuals was \$39,603 with 13.7% living at or below poverty level. This represents a decrease from 15.9% living below the poverty level ten years prior. 13.7% of the population was living with a disability in 2022, slightly above the percentage ten years prior. The population reporting to be working from home ballooned from 3.1% in 2010 to 11.7% in 2020, which appears to have impacted the respondent mode of transportation to work, decreasing the percentages across all modes. Those reporting commuting to work using public transportation fell from 4.1% in 2010 to 2.7% in 2020 – although these commuting data metrics may be misleading and subject to a high degree of fluctuation in the current post pandemic period.

4.6.3 Findings

SEWRPC's website recently underwent a major overhaul with involvement from stakeholder groups, and the new platform has improved visuals, simplified navigation, and a more organized home page look and feel. It was not readily apparent how to translate web materials and documents into other languages or whether translation services were available. In the past it has been difficult to navigate to find the UPWP and various planning documents like TDPs, and that issue does not appear to have immediately improved with the overhaul. A search for "work program" from the home page did not readily show the UPWP as a search result. A search in a separate "Publications Search" portal for "work program" revealed several outdated documents, but it was still difficult to find the current version.

All SEWRPC's previous board meeting agendas and minutes are available online. Agendas are posted shortly prior to the meeting and contain information on the time and location of the meeting, but it was not readily apparent from the website if there was a full calendar of events. In some cases, a Zoom link is included in the agenda, but the meeting recordings do not appear to be available. Many committees listed appear to be inactive and a more comprehensive or visual approach to showing the various standing committees, commissions, and advisory committees, and roles and responsibilities of each one, how often they meet, and how they work together would be useful as an online resource. The committees that do meet, especially the transportation related advisory committees, do a good job spreading meetings around to various locations within the MPA and various times to meet the needs of the public. However, a better online schedule of meetings may facilitate more public participation. The MPO's e-Newsletter is published quarterly, and has attractive visuals, good design, and simple and accessible information on MPO news and activities.

The current Public Participation Plan (PPP) was last updated in 2016 and approved in January 2017. The previous PPP prior was dated March 2012. SEWRPC reported that a new updated PPP draft will be

released in late 2024. Going forward, SEWRPC anticipates updating the plan at least every four years in conjunction with comments from the recertification process. The current 2017 version has three overarching goals and presents general information about how the MPO intends to address them.

1. Ensure early and continuous public notification about regional planning
2. Provide meaningful information concerning regional planning
3. Obtain participation and input to regional planning

Techniques described generally include open meetings, public comment periods and notification, website updates, and the newsletter/document dissemination. The plan includes two appendices specific to meeting the goals and federal requirements. Appendix A focuses on public participation activities specific to transportation and Appendix B describes the process for the consulting and coordination with governmental agencies and officials and others in transportation planning and programming efforts. There is also an eight-page PPP summary/brochure for the formal 12-page Plan. Outreach and engagement of underserved populations is described in the PPP mainly revolving around enhanced engagement of community interest groups serving minority, low-income, and disability needs in the MPO's public involvement opportunities, as well as laying out the role of the MPO's Environmental Justice Task Force (EJTF) advisory committee (established in 2007) which meets quarterly and boasts broad representation of members across diverse geographies and demographic groups. The EJTF publishes up to date agendas, minutes, presentations, and a list of action items for MPO staff, all showing a highly engaged advisory group and a best practice model in representation of EJ communities and their interests across MPO activities.

SEWRPC's webpage shows enhanced engagement of community groups serving underserved and EJ communities. SEWRPC maintains and publishes a primary list of more than 60 active EJ-centered community organizations it engages with, a group which acts a formal distribution and feedback network for the MPO and which is kept up to date and annually reviewed by the EJTF for comprehensive representation. This list includes nine 'Community Partners', made up of highly engaged organizations intended to work directly with MPO staff and responsible for providing input and feedback on outreach plans, hosting or co-organizing presentations about relevant Commission planning efforts or projects, and sharing information with their stakeholders through internal networks, social media, and newsletters. The formalized engagement of organizations in this way should be considered a best practice.

SEWRPC published a summary of outreach and public involvement accomplishments as part of Appendix F of the Title VI Plan, an extensive summary which covered a period between April 2020 and March 2023. Highlighted activities included MPO participation in a wide variety of area community events, interest group discussions, health and environmental festivals and events, regional roundtable discussions, educational and youth programs, and virtual events, showing an exemplary level of MPO staff activeness in the community.

Social media platforms that SEWRPC is active on include Facebook, LinkedIn, and Instagram. All pages are updated regularly with frequent posts highlighting MPO activities and community outreach at events. The posts appear to be the same across all platforms, which creates some challenges with format and link accessibility for followers. The Facebook and LinkedIn pages have several hundred followers. There is some room to grow in engagement/followings on these platforms, and there may be more interactive opportunities – ongoing surveys, polls, and interactive mapping worth exploring. SEWRPC’s YouTube channel is less active but contains some videos and intro shorts on specific projects and planning studies, including the North-South BRT project and the Bluemound Transit Enhancement Study. Notably some of the videos posted are Spanish translations. The Commission has recently hired a Communications Specialist, who will be developing a communications strategy.

Appendix A of the PPP includes some good goals/metrics to evaluate and assess the effectiveness of public engagement. This is an important tool to evaluate the effectiveness of PPP efforts. Accomplishments and updates are also given at each meeting of the Environmental Justice Task Force. Although there is ample evidence that the MPO is following through on its public engagement goals, and the accomplishments summary included a well-documented accounting of activities, there could be more formal evaluation reports published on a more regular basis that tie to the specific performance data measures set forth in the PPP, including tracking website hits, formal meetings conducted, new content created, and non-traditional outreach events hosted in EJ communities. Data centric evaluations are valuable to track areas of opportunity for improvement.

Commendation:

The Federal Review Team commends SEWRPC on its successful efforts to involve its community partners in the planning process. Most noteworthy is the success of the Environmental Justice Task Force.

Recommendation:

Consider improving the search function on website to make current planning documents easier to find.

4.7 Civil Rights (Title VI, EJ, LEP, ADA)

4.7.1 Regulatory Basis

Title VI of the Civil Rights Act of 1964, prohibits discrimination based upon race, color, and national origin. Specifically, 42 U.S.C. 2000d states that “No person in the United States shall, on the ground of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal financial assistance.” In addition to Title VI, there are other Nondiscrimination statutes that afford legal protection. These statutes include the following: Section 162 (a) of the Federal-Aid Highway Act of 1973 (23 U.S.C. 324), Age Discrimination Act

of 1975, and Section 504 of the Rehabilitation Act of 1973/Americans with Disabilities Act (ADA) of 1990. ADA specifies that programs and activities funded with Federal dollars are prohibited from discrimination based on disability.

Executive Order #12898 (Environmental Justice) directs federal agencies to develop strategies to address disproportionately high and adverse human health or environmental effects of their programs on minority and low-income populations. In compliance with this Executive Order, USDOT and FHWA issued orders to establish policies and procedures for addressing environmental justice in minority and low-income populations. The planning regulations, at 23 CFR 450.316(a)(1)(vii), require that the needs of those “traditionally underserved” by existing transportation systems, such as low-income and/or minority households, be sought out and considered.

Executive Order # 13166 (Limited-English-Proficiency) requires agencies to ensure that limited English proficiency persons are able to meaningfully access the services provided consistent with and without unduly burdening the fundamental mission of each federal agency.

4.7.2 Current Status

In a 2020 updated study of the Milwaukee Metropolitan area¹, SEWRPC arrived at three conclusions:

- The Milwaukee Metro Area (MMA) is a slow-growth area – compared with 28 peers, the MMA grew only 1% in an 8-year period while peers grew 6% or more. Manufacturing employment continued its long-term decline, though Milwaukee still ranked 2nd among peers in this area. While overall growth is slow, housing values are among the highest in the Midwest.
- There is strong evidence of disparities – the disparities between whites and minorities were significantly more pronounced in the MMA than in peer metro areas. Whites have higher levels of education, per capita income, and a far lower rate of poverty.
- The MMA has an unbalanced transportation system – while highway system indicators of congestion and travel time delays are lower in the MMA than other metro areas, the transit system shows challenges compared with its peers. Ridership was down 39% while expansion of transit services grew more slowly than peer transit systems. A lack of a dedicated transit funding source was identified as a primary contributing factor.

SEWRPC undertook multiple initiatives to address concerns identified in the Study including –

¹ A Comparison of the Milwaukee Metropolitan Area to its Peers

- Adoption of a Regional Housing Plan including 50 recommendations that include strategies for providing affordable housing for all residents, addressing the concentration of minority and low-income residents in central city areas, and actions to support overall economic development.
- VISION 2050, SEWRPC's Regional Land Use and Transportation Plan updated in 2024, includes strategies to address racial and economic disparities, as well as challenges experienced by people with disabilities and aging residents. The Plan includes focal points to achieve equity in socioeconomics, land use, and transportation. VISION 2050 also advocates for Complete Streets concepts to be incorporated in transportation projects to provide safe mobility options for drivers, pedestrians, bicyclists, transit users, and other non-drivers.
- In the Transportation Equity Analysis component of the VISION 2050 plan, SEWRPC undertook a comprehensive data collection and analysis process for the overall transportation system in the MMA and the corresponding impacts of VISION 2050 actions. The study concluded that minority and low-income groups would not be disparately impacted if VISION 2050 initiatives were implemented, and transportation equity will be significantly improved for these groups.

4.7.3 Findings

The review of SEWRPC's overall efforts to comply with Federal requirements resulted in the following findings:

- Self-Certification Assurances are present for Metropolitan planning, Statewide planning, Title VI/LEP, ADA, 504 Rehabilitation (ADA), EEO, DBE, Older Americans Act, 324 (Gender), Clean Air Act.
- The MPO provides a comprehensive Title VI Plan and documentation of Public Participation efforts including LEP (Limited English Proficiency) outreach. Title VI activities are included in various governing and transportation planning activities demonstrating that the MPO is serious about integrating equity and improving access for all residents of the City. Examples include discussions at Executive committee meetings, Regional Land Use Planning meetings, Environmental Justice Task Force (EJTF) meetings, and other activities open and inclusive of the public. The MPO continually seeks ways to achieve equity across the Milwaukee area. Their work on clean air and pollution reduction, water studies and actions taken to preserve clean water, safe streets for all, regional food planning, transportation access plans for polling places, and efforts to expand access to transit are a few examples of their efforts.
- The MPO provides information on accessibility in multiple locations on its website and distributed in hard copy. All meetings are accessible to members of the public who have mobility challenges. The MPO also will provide for translation services if notified in advance of the meeting. Their workforce mobility efforts as part of an overall plan to remove barriers to getting to work are additional examples of the MPO's actions to address accessibility needs. The MPO also created a

5310 Transit program with the explicit intent of addressing the needs of older adults and people with disabilities.

- The MPO places heavy emphasis on involving the public. Committee meetings are open to the public and multiple attempts are made throughout the planning process to include public input. The MPO documents accessibility in meetings, solicits requests for accommodations, and documents public feedback received and responses to the feedback. Public participation and outreach efforts are regularly reviewed at committee meetings. Information is provided on the MPO's website and in monthly newsletters. The website contains comprehensive current and archival planning documents that demonstrate commitment to transportation equity and public involvement.

Commendation:

The Federal Review Team commends SEWRPC for striving to meet and exceed Federal Civil Rights requirements in word and action. SEWRPC is a proactive leader in Title VI programming and activities. They carry the program through inception to implementation. Their website provides clear information to the public, committee meetings frequently include Title VI topics, and they strive to include non-discriminatory practices consistently. The MPO places heavy emphasis on involving the public. Committee meetings are open to the public and multiple attempts are made throughout the planning process to include public input. The MPO documents accessibility in meetings, solicits requests for accommodations, and documents public feedback received and responses to the feedback. Public participation and outreach efforts are regularly reviewed at committee meetings and included in the planning process.

Recommendations:

- Title VI Plan includes information on Accessibility. Consider offering ADA and Accessibility information as stand-alone items in addition to inclusion within other plans and initiatives, and/or add to the title of the Title VI Program to include ADA.
- Title VI complaint process must be updated to state that Title VI highway complaints will be submitted to WisDOT who will submit it to FHWA WI Division who will submit it to FHWA Headquarters Office of Civil Rights.
- Complete an ADA Self-evaluation (28 CFR 35.105). An ADA Transition Plan is only required if SEWRPC will alter facilities that it owns. While these documents do not require Federal review or approval, they are required to be available for public review.
- SEWRPC should work with municipalities in the MPO to provide training and information that will assist in the completion of ADA Self-evaluations and Transition Plans if Plans are required per regulation. Public entities with less than 50 employees should have ADA program access plans.

4.8 Consultation and Coordination

4.8.1 Regulatory Basis

23 U.S.C. 134(g) & (i)(5)-(6) and 23 CFR 450.316(b-e) set forth requirements for consultation in developing the MTP and TIP. Consultation is also addressed specifically in connection with the MTP in 23 CFR 450.324(g)(1-2) and in 23 CFR 450.324(f)(10) related to environmental mitigation.

In developing the MTP and TIP, the MPO shall, to the extent practicable, develop a documented process that outlines roles, responsibilities, and key decision points for consulting with other governments and agencies as described below:

- Agencies and officials responsible for other planning activities (State, local, economic development, environmental protection, airport operations, or freight)
- Other providers of transportation services
- Indian Tribal Government(s)
- Federal land management agencies

4.8.2 Current Status

Transportation planning is a collaborative process that involves government agencies, non-profit organizations, elected officials, advocacy and special interest groups, the business community and the public. SEWRPC understands how each transportation mode has a role in the short- and long-term development of the region. SEWRPC facilitates and encourages a collaborative approach to planning by involving local, regional, and state representation in plan development and decision making – the 3C (continuing, comprehensive, and cooperative) planning process. SEWRPC continues its coordination efforts with transit providers within the region.

This is evident as SEWRPC takes the lead in facilitating the distribution of FTA formula funding. SEWRPC assists WisDOT, human services agencies and transit providers in developing the Public Transit-Human Services Transportation Coordination Plans for the seven counties in the region, and also manages the solicitation process to fund projects through FTA's Enhances Mobility of Seniors and Individuals with Disabilities Program (Section 5310).

SEWRPC coordinates with area counties in the development of Emergency Plans. In addition, SEWRPC and the Chicago Metropolitan Agency for Planning (CMAP), the Chicago area MPO, have members on each other's transportation committees, covering all transportation issues.

SEWRPC continues to provide inventory and forecast data to public and private agencies and individuals, and traffic engineering and transportation planning services to the units of government within the Region. This includes assistance to the Wisconsin Department of Transportation (WisDOT) and local

governments for conformity modeling and analysis, local and statewide grant and plan preparation, and facility preliminary engineering.

4.8.3 Findings

SEWRPC continues to have an effective and resilient 3-C planning process.

Commendation/Corrective Action/Recommendations: None.

4.9 Environmental Mitigation

4.9.1 Regulatory Basis

23 U.S.C. 134(i)(2)(D) 23 CFR 450.324(f)(10) requires environmental mitigation be set forth in connection with the MTP. The MTP is required to include a discussion of types of potential environmental mitigation activities for the transportation improvements and potential areas to carry out these activities, including activities that may have the greatest potential to restore and maintain the environmental functions affected by the plan.

23 U.S.C. 168 and Appendix A to 23 CFR Part 450 provide for linking the transportation planning and the National Environmental Policy Act (NEPA) processes. A Planning and Environmental Linkages (PEL) study can incorporate the initial phases of NEPA through the consideration of natural, physical, and social effects, coordination with environmental resource agencies, and public involvement. This will allow the analysis in the PEL study to be referenced in the subsequent NEPA document once the project is initiated, saving time and money with project implementation.

4.9.2 Current Status

Per the 23 CFR 450.324(f)(10), the MTP shall include a discussion of types of potential environmental mitigation activities and potential areas to carry out these activities. This environmental mitigation discussion can focus on policies, programs, or strategies used instead of at the project level and this is the avenue that SEWRPC has used in VISION 2050. The land use recommendations in VISION 2050 continue to emphasize the importance of a compact development pattern to support a variety of housing types, walkable neighborhoods, and to preserve natural and agricultural resources. During the 2024 update to VISION 2050, SEWRPC reviewed the implementation progress and current status of the recommendations. Land use recommendations remain largely unchanged with the 2024 MTP update. While some of the Region's recent development trends have helped to implement the recommendations and some have been inconsistent with the recommendations, the findings of the implementation evaluation did not warrant significant updates or changes to the land use and environmental mitigation strategies. Commission staff continues to conduct consultation and coordination activities as described in its consultation process through its Advisory Committees, Community Partners, and the EJTF, including as part of the 2024 VISION 2050 update.

4.9.3 Findings

In support of the next major update to VISION 2050, SEWRPC staff have completed updating their land use inventory to the year 2020, and work on the 2020 update to the environmental corridors inventory and population and employment forecasts have also been initiated. The major update is expected to begin in earnest in 2025 and be concluded when the next MTP update is due in June 2028. SEWRPC periodically convenes an environmental task force during major plan updates to identify various environmental agency issues at the systems planning level prior to agency involvement when a project is going into NEPA. SEWRPC expects the process to be followed again during the next major update to the land use and transportation plan due June 2028.

Other environmental mitigation activities done by SEWRPC include a Regional Chloride Impact Study. Initiated in 2017, SEWRPC is expected to complete the multi-year study that investigated and defined the relationship between sources of chloride and the chloride content of surface waters and groundwater within the Southeast Wisconsin region. Currently in the data analysis phase, the study is expected to be completed in 2026. The study examined several potential anthropogenic sources that contribute chloride to the environment including road salt. SEWRPC has also begun working on a study to identify and characterize roadways and structures in Southeast Wisconsin with a low, medium, and high potential for flooding. The initial study is scheduled to begin in late 2024.

Recommendation:

SEWRPC is working on a study to identify and characterize roadways and structures in Southeast Wisconsin with a low, medium, and high potential for flooding. WisDOT has developed a flood risk resiliency model that factors flooding probability, freight priority, and traffic impact and prioritizes it with a flood priority index. SEWRPC and WisDOT should share modeling results and methods with each other to determine priority concerns of mutual interest. The results of this study will be especially helpful to inform future updates of the Wisconsin Resilience Improvement Plan (WRIP).

4.10 Nonmotorized Planning and Complete Streets

4.10.1 Regulatory Basis

23 U.S.C. 217(g) states that bicyclists and pedestrians shall be given due consideration in the comprehensive transportation plans developed by each MPO under 23 U.S.C. 134. Bicycle transportation facilities and pedestrian walkways shall be considered, where appropriate, in conjunction with all new construction and reconstruction of transportation facilities.

23 CFR 450.306 sets forth the requirement that the scope of the metropolitan planning process "will increase the safety for motorized and non-motorized users; increase the security of the transportation system for motorized and non-motorized users; and protect and enhance the environment, promote energy conservation, improve the quality of life.

23 U.S.C. 134(h)(1)(B) requires MPOs to consider safety as one of ten planning factors. As stated in 23 CFR 450.306(a)(2), the planning process needs to consider and implement projects, strategies, and services that will increase the safety of the transportation system for motorized and non-motorized users.

4.10.2 Current Status

SEWRPC recognizes non-motorized transportation, such as walking and biking, as critical components of healthy communities. Including these elements in planning contributes to improving the quality of life throughout the Region.

In 2015 SEWRPC participated in a Pilot Non-Motorized Count Program for Southeastern Wisconsin at the request of FHWA. The purpose of the pilot was to collect data on non-motorized organizational and technical needs of the MPO and to develop resources to address those needs. The pilot provided support for SEWRPC's current and future non-motorized planning efforts and aided in the identification of recommendations included in VISION 2050.

4.10.3 Findings

The 2024 VISION 2050 update included progress reports on the implementation of non-motorized elements that were included in the original plan. The plan update states the importance of integrating bicycle and pedestrian facilities with public transportation and acknowledges that many transit trips begin with biking or walking. The plan also notes that incorporating active travel (walking, biking) into daily routines can improve health and reduce healthcare costs. SEWRPC is committed to supporting active travel and integrating multimodal connectivity into major regional projects like the East West BRT (bus rapid transit). The Commission regularly meets with partners interested in adding bicycle and pedestrian improvements to their facilities. Examples of recent improvements include expanding on-street bicycle networks, expanding off-street biking paths, providing more sidewalks, and adding Bublr bikeshare programs.

The updated VISION 2050 plan also examined crashes and fatalities involving pedestrians and bicyclists. Data collected showed that overall crashes have decreased but fatal crashes involving pedestrians and bicyclists is at a 20 year high. In efforts to increase safety, VISION 2050 includes recommendations for increasing the amount of on- and off-street bike paths, adding sidewalks and improved facilities for people with disabilities, and working with WisDOT to provide "safe, efficient, and accessible" non-motorized travel.

Commission staff is currently working on a regional Complete Streets guide to assist municipalities and counties with implementing Complete Streets measures with a focus on increased safety and reduced fatalities. This guide will include a toolbox of various Complete Streets measures and suggested context-sensitive implementation strategies. Recommended strategies include road diets (reduced traffic lanes), increasing the number of protected bike lanes, adding sidewalks, and enhancing pedestrian facilities.

SEWRPC views all modes of transportation as equally important and intends to include best practices for including transit in Complete Streets planning and implementation.

Additional programs that focus on meeting non-motorized include the Section 5310 programs supporting aging and disabled populations, and the CommuteWISE Program providing transportation assistance to non-drivers.

Commendation/Corrective Action/Recommendations: None.

4.11 Travel Demand Modeling and Forecasting

4.11.1 Regulatory Basis

23 CFR 450.324(f)(1) requires that the Metropolitan Transportation Plan include the projected transportation demand of persons and goods in the Metropolitan Planning Area over the period of the transportation plan. Travel demand forecasting models are used in the planning process to identify deficiencies in future year transportation systems and evaluate the impacts of alternative transportation investments. In air quality non-attainment and maintenance areas, they are also used to estimate regional vehicle activity for use in mobile source emission models that support air quality conformity determinations.

4.11.2 Current Status

SEWRPC has, since the 1960s, developed and maintained a travel demand model and has had the internal capacity to develop forecasts. These models have been integral in the development of SEWRPC's comprehensive multi-modal regional land use and transportation plans. SEWRPC is currently on its 5th generation of travel demand model. This iteration is a traditional four step model and includes multimodal components (transit and bike/ped). The model is also used in conformity analysis and for the motor vehicle emissions forecasts for the SIPs and Maintenance Plans developed by the Wisconsin Department of Natural Resources (WDNR) as SEWRPC metropolitan planning area has within its boundary designated non-attainment areas for the 2008 and 2015 Ozone National Ambient Air Quality Standards (NAAQS) and maintenance areas for the 1997 Ozone and 2006 fine particulate NAAQS. Lastly, SEWRPC acts as an unbiased partner in supporting the forecasting needs of local governments and WisDOT on projects in Southeast Wisconsin by providing traffic forecasting data used during environmental project development. One particular example was from December 2021; in response to requests from the public to consider possible impacts of the pandemic and increased transit funding on future traffic estimates, WisDOT engaged SEWRPC to complete modeling and analysis of the I-94 East-West corridor with these factors in mind. The goal was to determine if a scenario existed outside of the addition of travel lanes that could provide a level of service D or better in the year 2050 within the project corridor. It was found that even the most ideal scenario for reducing single-occupant vehicles resulted in severe (LOS D) or extreme (LOS E) congestion under the no-build condition for I-94 East-West. There are risk factors in the region that could cause higher scrutiny of SEWRPC's model and traffic forecasting

process including opposition by local advocacy groups to projects that increase highway capacity and designations as air quality nonattainment and maintenance areas.

4.11.3 Findings

SEWRPC's travel demand models and their validation are thoroughly described in SEWRPC Technical Report No. 51, Travel Simulation Models of Southeastern Wisconsin (July 2017). SEWRPC models undergo rigorous review, validation and refinement. The models have generally indicated estimated traffic volumes that are generally within 10 percent of traffic counts. The model's 'planned' and 'committed' projects are updated on an ad hoc basis as new projects come into being. The current model was peer reviewed by several other expert modelers from agencies around the country. SEWRPC also indicated that it had evaluated previous traffic forecasts with what actually happened (Section 11205 of BIL has a requirement for the USDOT to compare observed data with previous forecasts in order to develop more accurate forecasts for MPOs and States). SEWRPC staff has demonstrated expertise and experience in the development and application of travel simulation models and are active in national committees concerning travel demand models.

Decennially, typically after the Census, SEWRPC conducts robust household travel inventories, with significant support from WisDOT, to support model and plan development, with the last inventory conducted in 2011-2012. Currently SEWRPC and WisDOT are working with the NHTS to purchase add-on survey samples within Southeast Wisconsin for the next household travel inventory. Once data have been collected and is available, SEWRPC staff will begin validating the current model battery and begin the process of estimating and calibrating a new 6th generation travel demand model. SEWRPC mentioned the specifics of the 6th generation travel demand model are still being evaluated, with debate on whether to continue with a traditional four step model or change to an activity-based model. The horizon year of the new model has also not been determined at this point.

Commendation/Corrective Action/Recommendations:

None.

4.12 Congestion Management Process

4.12.1 Regulatory Basis

23 U.S.C. 134(k)(3) and 23 CFR 450.322 set forth requirements for the congestion management process (CMP) in TMAs. The CMP is a systematic approach for managing congestion through a process that provides for a safe and effective integrated management and operation of the multimodal transportation system. TMAs designated as non-attainment for ozone must also provide an analysis of the need for additional capacity for a proposed improvement over travel demand reduction, and operational management strategies.

23 CFR 450.324(f)(5) requires the MTP include Management and Operations (M&O) of the transportation network as an integrated, multimodal approach to optimize the performance of the existing transportation infrastructure. Effective M&O strategies include measurable regional operations goals and objectives and specific performance measures to optimize system performance.

4.12.2 Current Status

The MPO has a documented CMP which was adopted in August 2020 as part of the MPO metropolitan transportation plan (MTP) titled VISION 2050. Volume II, Chapters 3 & 4, and Appendices F & H of VISION 2050 provide more technical detail related to the implementation of the CMP. The SEWRPC CMP is a robust process that has been refined over time and continues to address all federal requirements.

4.12.3 Findings

SEWRPC completed an update of its congestion management process (CMP) in August 2020 (MEMORANDUM REPORT NUMBER 203 (2ND EDITION)). The CMP documents the land use and transportation planning process used by SEWRPC, which incorporates congestion management into the development of plan recommendations. Congestion management objectives and performance measures are developed, reviewed, and refined as part of the development of the regional transportation plan updates that occur approximately every ten years, and during interim review and updates occurring every four years.

MEMORANDUM REPORT NUMBER 203 (2ND EDITION) provides high-level documentation of the CMP process. The technical details of the CMP are documented in the VISION 2050 plan in Volume II, Chapters 3 & 4, and Appendices F & H. All federal requirements for a CMP are being addressed through the memorandum and the VISION 2050 plan, however, the MEMORANDUM REPORT NUMBER 203 (2ND EDITION) should be updated to better illustrate how specific sections of the VISION 2050 plan are implementing the CMP.

Recommendation:

Given the complexity of the CMP process and analysis the CMP document should be updated to include a graphic or crosswalk of how the various SEWRPC documents implement the CMP, a summary of the analysis of the various SEWRPC documents that implement the CMP, and a summary of the various deficiencies identified by the CMP. The MPO should consider providing more information on the causes of congestion and use various visualization techniques to better describe CMP concepts and analysis within the CMP document.

4.13 Transportation Performance Management including Justice40

4.13.1 Regulatory Basis

Section 1203 of the Moving Ahead for Progress in the 21st Century Act (MAP-21) mandated the development of performance measures to increase accountability and transparency of the Federal-aid highway program and improve project decision-making through performance-based planning and programming. 23 CFR 490 specifies the federal performance rules and their associated requirements.

The planning regulation (23 CFR 450) also addresses requirements applicable to MPOs. The final safety performance measure rule was effective April 14, 2016 and the system performance measure rules were effective May 20, 2017. The first applicable deadline for MPOs is to establish their own safety targets, adopt WisDOT safety targets or adopt a combination thereof by February 27, 2018. MPO RTP or TIP updates on or after May 27, 2018 must be fully compliant with the safety performance measure requirements (May 20, 2019 for system performance measures and pavement/bridge measures).

The RTP needs to include:

- A description of the federally required performance measures and targets used in assessing the performance of the transportation system. [23 CFR 450.324]
- A system performance report evaluating the condition and performance of the transportation system with respect to the performance targets [23 CFR 450.324]

The TIP needs to include (to the maximum extent practicable) a description of the anticipated effect of the TIP toward achieving the federally required performance targets identified in the MTP, linking investment priorities to those performance targets. [23 CFR 450.326]

The FTA's transit asset management performance management requirements outlined in 49 USC 625 Subpart D are a minimum standard for transit operators. Providers with more data and sophisticated analysis expertise can add performance measures and utilize those advanced techniques in addition to the required national performance measures. The performance measures are as follows:

- **Rolling Stock:** The percentage of revenue vehicles (by type) that exceed the useful life benchmark (ULB).
- **Equipment:** The percentage of non-revenue service vehicles (by type) that exceed the ULB.
- **Facilities:** The percentage of facilities (by group) that are rated less than 3.0 on the Transit Economic Requirements Model (TERM) Scale.
- **Infrastructure:** The percentage of track segments (by mode) that have performance restrictions. Track segments are measured to the nearest 0.01 of a mile.

MPOs must establish targets specific to the MPO planning area for the same performance measures for all public transit providers in the MPO planning area within 180 days of when the transit provider establishes its targets.

The FTA's public transportation agency safety plan rule establishes requirements for recipients of federal transit funds to develop public transportation agency safety plans. The plans would include the recipient's strategies for minimizing the exposure of the public, personnel, and property to unsafe conditions and include safety performance targets.

4.13.2 Current Status

SEWRPC has a long history of comprehensively integrating performance measures into its planning processes. For the federal performance measures, SEWRPC has adopted its own targets except for the targets requiring joint development and adoption with WisDOT. In addition to the 2-year and 4-year targets required under 23 CFR 490, SEWRPC has established aspirational 2050 targets under its VISION 2050 long-range plan. The measures and targets were addressed in the June 2024 update to VISION 2050 in an [appendix](#) which satisfies the systems performance report required under the regulations. During this process, SEWRPC continued to monitor traditional and Federal performance-related safety targets including adjusting serious injury-related targets to reflect the actual number of serious injuries crash characteristics.

The June 2024 VISION 2050 update also included monitoring and [reporting](#) the performance of the regional transportation system in Southeast Wisconsin based on the regional measures established by SEWRPC which includes performance measures for public transit, the arterial street and highway system, park-ride lots, and transportation-related emission. The regional long-term targets are reviewed and updated every four years as part of the interim regional plan update and reassessed every 10 years as part of the major regional plan update.

Per 23 CFR 450.326, MPOs are required to include the federal performance measure targets in the TIP and to show how programming is working to achieve these goals and targets set for their metropolitan planning area (MPA). SEWRPC thoroughly addresses this requirement by clearly and concisely illustrating how funding is being programmed to work toward achieving performance measure goals and targets through the life of the TIP. The 2023-2026 TIP includes about \$3.2 billion in expenditures for transportation related projects including transit, bike/ped, and highway in Southeastern Wisconsin. The 2023-2026 TIP shows the contributions of the projects programmed to be implemented (constructed or operating) within the period of the 2023-2026 towards achieving select transportation goals and performance measures for the categories of transit, bicycle/ pedestrian facilities, transportation system management, travel demand management, arterial streets and highways, and freight facilities. SEWRPC

has asserted that the TIP projects are consistent with, and serve to implement, the transportation-related goals and recommendations of VISION 2050.

4.13.3 Findings

Transportation related targets are also reported and monitored in SEWRPC's Regional Performance Monitoring website, which provides a dashboard type display of various performance categories including transportation which is further broken down by mode (Aviation, Highways, Bike/Ped, Transit, Freight, and Travel Demand Management). Each performance measure category includes an overview of what VISION 2050 recommends and then how each measure has performed relative to the baseline when VISION 2050 adopted in 2016. The transit page includes an interactive map of transit routes in the Region – highlighted by type (bus, commuter bus, streetcar, and shared-ride taxi). The page highlights recent changes in the transit network in the region including transit expansions and reductions between 2016-2021. Interactive graphs show extensive ridership figures, annual revenue miles, base fares, and operating funding, among the Region's dozen transit providers, dating back to 1950 in some cases, up to 2019, and broken out by fixed route, shared-ride, and paratransit services. While the data is highly robust and interactive, and has extensive historical and public involvement value, neither TAM nor PTASP targets or data is presented in the transit section of the performance webpage. Upon review of the Regional Performance Monitoring website, it was observed that some of the data incorporated needs to be added and updated to make it more current. Existing data in the Regional Performance Monitoring website appears to mainly have data from 2011 and 2017/18. During the site review, SEWRPC stated that it was developing an updated version of the Regional Performance Monitoring website based on the updated data collected from the VISION 2050 update.

During the 2020 Certification Review, it was recommended to SEWRPC to consolidate and expand its discussion of climate change and greenhouse gas emissions during the next update of VISION 2050 and to consider adopting specific metrics and targets. Greenhouse gas impacts on various VISION 2050 scenarios were evaluated when the VISION 2050 Plan was initially adopted in 2016 utilizing EPA's MOVES model. The issue of climate change and greenhouse gas emissions including transportation and land use contributions to the problem, and regional responses was addressed in the 2020 version of VISION 2050 but not in a comprehensive manner or one that was easily accessible to readers/the public. The 2024 VISION 2050 update includes a section regarding reducing Region's greenhouse gas emissions that summarizes VISION 2050 recommendations. It also includes a summary of the SEWRPC's work related to U.S. EPA's Climate Pollution Reduction Grant program. SEWRPC anticipates that the recommendations developed under this work effort will be considered for inclusion in the next major update to the regional land use and transportation plan due June 2028. As part of this effort, SEWRPC intends to establish GHG targets in 2025.

For performance-based programming, in early 2024, SEWRPC reevaluated and affirmed the project prioritization selection criteria for both the federal Surface Transportation Block Grant (STBG) program and the Transportation Alternatives (TA set aside) program. It documented the latest processes utilized to evaluate and prioritize candidate project funding for STBG and TA set aside in memorandums now

available on their website. SEWRPC continues to utilize safety-related criteria among other metrics in the evaluation of projects for the STBG and TA set aside funding. For STBG funding, the Milwaukee TIP Committee revised the safety-related criterion to include only crashes involving fatalities and serious injuries, rather than all crashes, in the evaluation of projects.

Similarly, in April 2022, SEWRPC established a project prioritization selection criterion for the newly enacted federal Carbon Reduction Program (CRP). The Bipartisan Infrastructure Law (BIL), signed into law in November 2021, created this new Federal formula funding program. The purpose of CRP is to reduce transportation emissions—defined as carbon dioxide (CO₂) emissions from on-road highway sources—nationwide through the funding of projects designed to reduce transportation-related CO₂ emissions. Additionally, the BIL legislation included a requirement for the development of statewide Carbon Reduction Strategies (CRS) that supports efforts to reduce transportation emissions and identify strategies to reduce these emissions. The CRS is required to be developed by State DOTs in consultation with any MPO(s) within the State. SEWRPC staff were involved by WisDOT to provide input and feedback on the CRS as the initial strategy development was underway. Per the BIL legislation, the initial CRS was required to be completed by November 15, 2023 (and needs to be updated at least once every four years thereafter). WisDOT's initial CRS was submitted on time and approved by FHWA in February 2024. SEWRPC stated that the CRS would be considered in the evaluation and recommendation of candidate projects for CRP funding in the MPA for future funding cycles as States and MPOs are encouraged to approve CRP funding for projects that support the implementation of the CRS.

Upon review of the project prioritization selection criteria memorandums from SEWRPC, it was observed that the TA set aside and CRP items did not include a discussion or documentation of the way the Justice40 goals had been applied to the project selection process (the STBG memorandum did address this). The Biden-Harris Administration created the Justice40 Initiative to confront and address decades of underinvestment in disadvantaged communities. The initiative allows USDOT to identify and prioritize projects that benefit rural, suburban, tribal, and urban communities facing barriers to affordable, equitable, reliable, and safe transportation. Through the Justice40 initiative, USDOT will also assess the negative impacts of transportation projects and systems on disadvantaged communities and will consider whether meaningful public involvement is taking place throughout a project's lifecycle. Justice40 is an opportunity to address gaps in transportation infrastructure and public services by working toward the goal that at least 40% of the benefits from many of the grants, programs, and initiatives flow to disadvantaged communities. The Justice40 goals do not apply for all programs at USDOT. There are only certain programs, considered 'covered programs', where Justice40 goals should be considered. On November 29, 2023, the White House announced USDOT's updated Justice40 covered programs list. USDOT currently has 40 'covered programs' including some administered by FTA and FHWA including TA set aside, CRP, and CMAQ.

On the transit side, SEWRPC developed two Transit Asset Management (TAM) Plans, one for Kenosha (Tier I) and one for the Region's Tier II Transit Providers (Group Plan for Hartford, West Bend, Racine, Waukesha, Western Kenosha County, Ozaukee County, and Washington County). The City of Kenosha is a Tier I system because it operates rail (the Kenosha Streetcar), so is required to have an individual TAM

Plan with a larger set of required elements. Both TAM Plans appear to include all required elements and were both last updated in October 2022. The targets in both plans are aligned with each other and adopted as the Regional Targets for SEWRPC.

TAM Targets include all required elements. However, there is no differentiation between types of revenue service vehicles (buses/vans/streetcars), whereas there is a differentiation between facility types (support/passenger/parking). Differentiating between revenue service vehicle types may help further illuminate the TAM targets and assist with prioritization of vehicle replacement projects.

TAM Targets, as presented in the 2023-2026 TIP, include a 2019 baseline percentage against the set targets for each category. For example, the target for Equipment (percentage of non-revenue service vehicles and equipment over \$50,000 that has met or exceeded useful life) is 30%. The 2019 baseline data shows 51% of equipment has met or exceeded useful life. The 2020 MTP Update has targets only, with no baseline data, but the draft 2024 MTP Update does have 2021 baseline data (showing for example, that the percentage of equipment meeting or exceeding useful life has made some progress, down to 47.5%. Baseline Data still appears to be 2-3 years behind the publication. It would be useful if more up-to-date data could be obtained and shown on the website. Also, it would be useful to break down baseline data further, showing figures and percentages by transit agency to offer a method of comparison between which agencies may or may not be meeting the Regional Targets.

The TAM Plans for Kenosha and the Tier II Providers are posted online and publicly available. Milwaukee County and Milwaukee Streetcar are not part of either of SEWRPC's two published TAM Plans and do not appear to be available on SEWRPC's website or online. How Milwaukee County, as the Region's largest transit provider, is meeting TAM performance targets, is vitally important to the overall system performance, but is not information that is readily accessible on SEWRPC's site.

Public Transportation Agency Safety Plans (PTASP) is discussed in the MTP adopted in 2020, and the MTP has some PTASP data included, broken out by transit system type (intercounty, intra-county, and shared-ride). PTASP regulation has changed since 2020, and now requires PTASP targets to be present in the MTP and TIP. The full PTASP targets and data do appear in the 2023-2026 TIP and the draft 2024 MTP update. The 2023-2026 TIP PTASP section presents a 2015-2019 five-year average of safety data across the Region and broken out by fixed route, fixed route rail, and "non-fixed route". The TIP includes the requisite PTASP targets for each category, although it is labeled as "Regional Transit Safety Targets for Years 2021 and 2025" and it is not clear which year the targets refer to or why there are separate years. Similarly, the draft 2024 MTP update, includes baseline data from 2+ years prior, and may be confusing in terms of the "Year 2023 and 2050 targets".

Recommendations:

- SEWRPC intends to establish targets for GHG emissions. To ensure that the planning process leads to programmed projects that address that goal/target and objectives identified, work to update the Carbon Reduction Program project selection guidance as it is from 2022 and does not reflect changes to the program that have occurred since then including the adoption and

approval of the State’s Carbon Reduction Strategy. The purpose of the Carbon Reduction Program, IJJA/BIL § 11403; 23 U.S.C. 175, is to reduce carbon dioxide emissions through the development of State carbon reduction strategies and by funding projects designed to reduce transportation carbon dioxide emissions. Coordinate and collaborate with WisDOT through the leveraging of resources and data and evaluate methodologies and strategies for GHG targets and Carbon Reduction project selection criteria to support all aspects of planning, including the evaluation of the strategies, development of targets, and allocation of resources to specific projects.

- The Carbon Reduction Program is a ‘covered program’ under the Justice40 initiative along with the TA set aside and CMAQ programs. Thoroughly address in the project selection documentation how the distribution of benefits to different socioeconomic and ethnic minorities are identified and measured. Document this process along with the overall project selection process and methods for assessing whether targets have been achieved.
- Update the existing data for the Regional Performance Monitoring website to make it more current to paint a more accurate and up to date picture of the existing transportation system. Existing data in the Regional Performance Monitoring website appears to mainly have data from 2011 and 2017/18. Update the Regional Performance Monitoring website to include multiple years of results as data is available annually and goes back numerous years to establish trends and progress toward targets. System performance report [23 CFR 450.324(f)(4)] requires that the MTP shall contain at a minimum a system performance report and subsequent updates evaluating the condition and performance of the transportation system with respect to the performance targets described in subsection 450.306(d), including progress achieved in meeting the performance targets.
- Differentiate between revenue service vehicles (buses, vans, streetcars) in TAM targets and update 2019 baseline data for further insight into transit asset management in the MTP update.

4.14 Financial Planning

4.14.1 Regulatory Basis

The requirements for financial plans are contained in 23 CFR 450.324(f)(11) for the MTP and 23 CFR 450.326(e–k), for the TIP. Separate financial plans demonstrate how the adopted MTP and TIP can be implemented. Section 11202 of IJJA/BIL defines a metropolitan transportation plan’s outer years as “beyond the first 4 years”.

The requirements related to the MTP include the following:

- Revenue estimates are cooperatively developed by the State, the MPO, and public transportation operators.
- Revenue estimates include public and private sources that are committed, available, or reasonably expected to be available within the timeframe anticipated for implementation of the project.

- Revenue estimates may include recommendations for new funding sources, which should be supported by identified strategies for securing their availability.
- System-level estimates of operation and maintenance costs for Federally-supported facilities and services are taken into account to determine resources remaining available for capital expenditure.
- Cost and revenue estimates incorporate inflation rates reflecting year of expenditure (YOE) dollars.
- Cost estimates in the MTP should be reviewed and periodically updated, at least as frequently as each MTP update.
- In air quality areas, include specific financial strategies to ensure the implementation of required air-quality projects like Transportation Control Measures (TCMs).
- Cost estimates for the period beyond the first 4 years can be expressed in terms of ranges or “bands,” as long as sufficient future funding sources are reasonably expected to be available.
- If a revenue source included in an MTP is determined to be fiscally constrained and is subsequently removed or reduced, FHWA and FTA will not approve future updates or amendments of the MTP that do not reflect the change in revenues.
- Discussions of how performance-based plans, goals, measures, and targets (e.g. asset management, safety) are integrated into the MTP should also consider financial forecasts associated with achieving or making progress toward the targets.

The requirements related to the TIP include the following:

- Demonstrate and maintain financial constraint by year.
- Identify projects to be funded with current and available revenues.
- Identify estimated total project cost, which may extend beyond the four years of the TIP.
- System-level estimates of operation and maintenance costs for Federally supported facilities and services are taken into account when estimating resources remaining available for capital expenditure.
- Cost and revenue estimates incorporate inflation rates to reflect YOE dollars.
- Cost estimates in the TIP should be reviewed and periodically updated, at least as frequently as each TIP update.
- Only projects or phases of projects if full funding can reasonably be expected to be available for the project within the time period anticipated for completion of the project.
- Only projects for which construction or operating funds can reasonably be expected to be available.
- In air quality areas, projects included in the first two years of the TIP shall be limited to those for which funds are available or committed.
- Eligible TCMs identified in the SIP have priority in the TIP, which shall provide for their timely implementation.

- Revenue estimates are cooperatively developed by the State, the MPO, and public transportation operators, as set forth in the MPO Agreement.
- Revenue estimates include public and private sources that are committed, available, or reasonably expected to be available.
- Revenue estimates may include recommendations for new funding sources and strategies for securing their availability.
- The amount and category of Federal funds proposed to be obligated during each program year for each project.
- Includes all projects receiving Federal funding and all regionally significant projects that are not Federally-funded.
- Identifies if projects support or aid in achieving or making progress toward the performance targets established in the MTP.
- Can readily identify if 0.75 percent of FTA Section 5307 funds are allocated to safety-related projects within a UZA with a population 200,000 or more.

4.14.2 Current Status

The MPOs financial planning is consistent with federal requirements. The MPO TIP and MTP provide adequate information related to plan revenues and expenditures. Revenues and expenditures cooperatively developed with the state and transit providers and year of expenditure is accounted for in estimated project costs.

4.14.3 Findings

The MPO does a good job of using the financial analysis of the MTP to educate readers on the shortfall of revenue in the region in comparison to plan needs, especially transit and non-motorized needs. The fiscal constraint demonstration of the MTP can be improved by showing more detail related to categories or groupings of revenue and expenditures within air quality conformity time bands. Demonstrating fiscal constraint within the air quality conformity time bands helps to better illustrate the relationship between fiscal constraint and air quality conformity. Aligning the categories of project revenues and expenditures with performance measures will help the MPO to better illustrate how the MTP is working toward meeting established targets and goals.

Recommendations:

- SEWRPC should work with WisDOT and Wisconsin MPOs to develop and implement a more standardized fiscal constraint demonstration for TIPs that provides both detailed and summary information to clearly demonstrate fiscal constraint by year and total for the plan.
- SEWRPC should work with WisDOT and Wisconsin MPOs to develop and implement a more standardized fiscal constraint demonstration for MTPs that provides both detailed and summary

information to clearly demonstrate fiscal constraint for the identified air quality conformity time bands and total through the horizon year of the MTP.

- SEWRPC should consider aligning categories of projects within the MTP fiscal constraint demonstration with performance measures (PM) to better illustrate how the plan is working towards achieving PM targets and goals and objectives. This will also help to demonstrate efforts related to Management and Operations of the transportation system within the MPA.

5.0 CONCLUSION AND RECOMMENDATIONS

The FHWA and FTA review found that the metropolitan transportation planning process conducted by the SEWRPC meets and exceeds Federal planning requirements. There are no corrective actions that the SEWRPC must take to comply with Federal Regulations.

APPENDIX A - PARTICIPANTS

The following individuals were present at the SEWRPC on-site review:

FHWA Wisconsin Division

- Karl Buck, Mary Forlenza, Jason Nordberg, Madalena Maestri, Emma Johnson

FTA Region 5

- Bill Wheeler, Erin Ludwig, Ellis Combes

SEWRPC

- Stephanie Hacker, Ben McKay, Chris Hiebert, Ryan Hoel, Libby Larsen, Nakeisha Payne, Eric Lynde, Jennifer Sarnecki

Wisconsin Department of Transportation

- Kory Dercks, Chris Chritton, Tony Barth, Andrew Levy

Transit Participants:

- Tom Winter, Milwaukee County Transit System
- Brian Engelking, City of Waukesha
- Nelson Ogbuagu, Kenosha Area Transit
- Andrew Davis, City of Milwaukee Streetcar
- Charles Cofta, Washington County Transit
- Andrew Davis-Lockward, City of Milwaukee
- Anthony Geiger, Milwaukee County DOT

APPENDIX B - STATUS OF FINDINGS FROM LAST REVIEW

One of the priorities of each certification review is assessing how well the planning partners have addressed corrective actions and recommendations from the previous certification review. This section identifies recommendations from the previous certification in 2020 and provides discussions and status updates on the various topic areas covered in the 2020 certification.

Southeastern Wisconsin Regional Planning Commission 2020 Certification Disposition and Status Update

Review Area	Action	Recommendations/ Commendations	Disposition or Status Update
<p>Metropolitan Planning Area Boundaries</p> <p>23 U.S.C. 134(e) 23 CFR 450.312(a)</p>	None		<p>Working with WisDOT and local units of government, adjustments to the 2020 Census defined urban areas for the 5 MPO areas (Kenosha, Milwaukee, Ozaukee, Racine, Round Lake Beach, and West Bend) within SE Wisconsin have been approved by each of the urbanized areas and adopted by the Commission’s Executive Committee on April 18, 2024, and was transmitted to WisDOT.</p> <p>Adjustments to the Commission’s metropolitan planning area boundary to reflect reductions in the size of the Milwaukee, Round Lake Beach, and West Bend urbanized areas will be reviewed for approval by the Commission Executive Committee on June 20, 2024</p>

Review Area	Action	Recommendations/ Commendations	Disposition or Status Update
<p>MPO Structure and Agreements</p> <p>23 U.S.C. 134(d) 23 CFR 450.314(a)</p>	None		<p>The Commission, other TMAs in Wisconsin, and WisDOT are finalizing an MOU related to discretionary funding.</p> <p>The Commission, CMAP, IDOT, and WisDOT are in the process of approving and adopting an updated Cooperative planning agreement for the Round Lake Beach Urbanized Area.</p> <p>With the adoption of the adjusted urbanized area boundaries for the 5 MPO areas in the Region and the revision to the MPA, Commission staff will be reviewing current planning agreements for potential updates.</p>
<p>Unified Planning Work Program</p> <p>23 CFR 450.308</p>	None		<p>The Commission will begin preparation of the 2025 Overall Work Program in the Fall of 2024.</p>

Review Area	Action	Recommendations/ Commendations	Disposition or Status Update
<p>Metropolitan Transportation Plan</p> <p>23 U.S.C. 134(c),(h)&(i) 23 CFR 450.324</p>	<p>None</p>		<p>The Full Commission will be considering the 2024 interim review and update to VISION 2050 for adoption at their June 12, 2024, quarterly meeting. After Commission adoption, Commission staff will prepare a 3rd edition to <i>VISION 2050 Volume III: Recommended Regional Land Use and Transportation Plan</i>.</p> <p>In support of the next major update to VISION 2050, Commission staff has completed updating our land use inventory to the year 2020, and work on the 2020 update to the environmental corridors inventory and population and employment forecasts have also been initiated. The major update is expected to begin in earnest in 2025 and be concluded June 2028.</p>

Review Area	Action	Recommendations/ Commendations	Disposition or Status Update
<p>Transit Planning</p> <p>49 U.S.C. 5303 23 U.S.C. 134 23 CFR 450.314</p>	<p>Commendation</p>	<p>The Federal Review Team commends SEWRPC on its commitment to promoting transit planning in the region. Transit providers within the Milwaukee urbanized area, and throughout seven county area value SEWRPC's technical assistance in developing transit plans, and other transit related studies and projects.</p>	<p>Commission staff continued to monitor traditional and Federal performance-related measures and implementation of transit recommendations as part of the 2024 VISION 2050 update.</p> <p>Commission staff continues to support the Region's transit operators in setting regional transit performance measure targets and preparing the required transit asset management plans and annual transit performance reports</p> <p>At the request of Milwaukee County, Commission staff lead a feasibility study for the next BRT route in the 27th Street Corridor, which is now going through the NEPA and Preliminary Engineering.</p> <p>As an outcome of the Waukesha Area Transit Development Plan, Commission staff also assisted Waukesha County and the Cities of Brookfield and Waukesha prepare a study of potential transit improvements within the Bluemound Road corridor. Some of the recommendations have been implemented.</p> <p>Commission staff is currently assisting the City of Kenosha with redesigning the transit routes to accommodate a potential relocation of the transit center</p> <p>Commission staff is assisting the City of Racine with a study to update previous work related to the Kenosha Racine Milwaukee Commuter Rail project.</p> <p>Commission staff assisted the Milwaukee County Paratransit Taxi Task Force in their review and consideration of national examples of on-demand paratransit services.</p> <p>Commission staff assisted transit operators impacted by the urbanized area boundary changes and FTA funding programs</p>

Review Area	Action	Recommendations/ Commendations	Disposition or Status Update
<p>Transportation Improvement Program</p> <p>23 U.S.C. 134(c)(h) & (j) 23 CFR 450.326</p>	None		<p>Commission staff has completed the first phase of implementing an improved eTIP, which can be found here. Highlights from the update include static TIP project IDs consistent with the IDs used by WisDOT and FHWA to track projects, dynamic mapping of projects, and the historical tracing of project amendments. Commission staff will next begin work with WisDOT Region and Central Office staff on improved connections between FIPS and the eTIP.</p> <p>With completion of the eTIP, Commission staff will now be initiating work on a new 2025-2028 TIP to be adopted by the Commission in the 4th quarter of 2024.</p>
<p>Public Participation</p> <p>23 U.S.C. 134(i)(6) 23 CFR 450.316 & 450.326(b)</p>	Recommendation	Consider incorporating into SEWRPC's public involvement plan virtual public involvement techniques utilized during the pandemic.	<p>The Commission continues to heavily incorporate virtual public involvement opportunities into planning study outreach.</p> <p>Commission staff is currently in the process of drafting an updated public participation plan that will formally incorporate the use of virtual public involvement techniques. The draft will be out for public comment summer of 2024.</p> <p>Commission staff updated the Environmental Justice Task Force Guidance Document to reaffirm the principles and clarify the purpose and structure. Meetings occur quarterly and continue to consider EJ throughout the regional planning process.</p>

Review Area	Action	Recommendations/ Commendations	Disposition or Status Update
<p>Civil Rights</p> <p>Title VI Civil Rights Act, 23 U.S.C. 324, Age Discrimination Act, Sec. 504 Rehabilitation Act, Americans with Disabilities Act</p>	<p>Recommendation</p>	<p>Determine degree of ADA transition plan compliance amongst member jurisdictions and provide assistance, as needed, to jurisdictions needing to develop an ADA transition plan.</p> <p>Recommend expanding self-certification statement by providing examples of activities that indicate compliance with the various laws (see example in Appendix B).</p>	<p>Commission staff have been conducting research on how other MPOs have been assisting with ADA transition planning, including a meeting with CMAP staff. As an initial step, Commission staff have been working with IndependenceFirst to put together ADA compliance training for the Region's communities, which has been tentatively scheduled for September 17, 2024. In preparation for this training a survey will be conducted to determine the level of understanding and compliance of member jurisdictions. The information gathered in the survey and the feedback from the training will help the Commission in formulating an appropriate level of assistance within SE Wisconsin.</p> <p>The self-certification statement is being expanded and will be available on the Commission's website in June 2024.</p> <p>As part of the Waukesha Area TDP, Commission staff reviewed bus stops for accessible features, including bus pads, connecting sidewalks, and nearby curb ramps. Waukesha Metro has a goal for 100% of their bus stops to be ADA compliant.</p>
	<p>Commendation</p>	<p>The Federal Review Team commends SEWRPC on the depth of its equity analysis, including the recognition of the impacts of the region's segregation problem and inadequate transit funding, and its development of equity project selection criteria.</p>	<p>The Commission's plan continues to identify the impacts associated with inadequately funding the transit system as part of the equity analyses conducted on the TIP and updates to VISION 2050. Commission staff continually looks to identify improvements to the analyses and ways to visualize information in the analyses.</p> <p>As part of VISION 2050, Commission staff prepared a peer area comparison which highlighted the segregation in the Milwaukee Metro Area. This analysis is being updated as part of the 2020 VISION 2050 update and is being updated a third time with 2024 updated to VISION 2050.</p>

Review Area	Action	Recommendations/ Commendations	Disposition or Status Update
<p>Consultation and Coordination</p> <p>23 U.S.C. 134(g) & (i) 23 CFR 450.316, 23 CFR 450.324(g)</p>	<p>Commendation</p>	<p>The Federal Review Team commends SEWRPC on its successful efforts to work collaboratively with all of its planning partners and community groups. Most noteworthy are SEWRPC's relationship with and high commitment to aiding transit agencies and its collaborative efforts to develop PM3 transportation performance measures and targets with its planning partners.</p>	<p>Commission staff continues to conduct consultation and coordination activities as described in its consultation process through its Advisory Committees, Community Partners, and the EJTF, including as part of the 2024 VISION 2050 update. While, not convened for the 2024 update work, the Commission staff intend to work again with its task forces to examine specific land use and transportation issues as part of the next major update to the regional land use and transportation plan. In addition, further updates of the coordination activities with transit operators can be found under the Transit Planning section and with the EJTF can be found under the Public Participation section.</p>
<p>List of Obligated Projects</p> <p>23 U.S.C. 134(j)(7) 23 CFR 450.334</p>	<p>None</p>		<p>Commission staff is working with WisDOT staff in improving obligated projects listing by July 1.</p>
<p>Freight</p> <p>23 U.S.C. 134(h) 23 CFR 450.306</p>	<p>None</p>		<p>While there were no amendments to the freight element of VISION 2050, as part monitoring progress of the freight element, Commission staff documented several freight improvements including the identification of critical urban and rural freight corridors in SE Wisconsin by WisDOT and Commission staffs.</p> <p>In addition, Commission staff continued to monitor traditional and Federal performance-related freight measures, as reported in the 2024 VISION 2050 update. Commission staff also reported short-term safety performance targets.</p>

Review Area	Action	Recommendations/ Commendations	Disposition or Status Update
<p>Environmental Mitigation/Planning Environmental Linkage</p> <p>23 U.S.C. 134(i)(2)(D) 23 CFR 450.324(f)(10) 23 U.S.C. 168 Appx. A 23 CFR Part 450</p>	<p>None</p>		<p>The Commission is working on a study to identify and characterize roadways and structures in SE Wisconsin with a low, medium, and high potential for flooding. An initial pass is expected to be undertaken summer 2024.</p> <p>Initiated in 2017, the Commission is expected to complete a multi-year study to investigate and define the relationship between sources of chloride and the chloride content of surface waters and groundwater within the Region. Currently in the data analysis phase, the study is expected to be completed in 2025.</p> <p>In the spirit of PEL, the Commission periodically convenes an environmental task force during major plan updates to identify various environmental agency issues at the systems planning level prior to agency involvement when a project is going into NEPA. We would expect this process to be followed again during the next major update to the land use and transportation plan.</p>

Review Area	Action	Recommendations/ Commendations	Disposition or Status Update
<p>Transportation Safety</p> <p>23 U.S.C. 134(h)(1)(B) 23 CFR 450.306(a)(2) 23 CFR 450.306(d) 23 CFR 450.324(h)</p>	<p>None</p>		<p>Commission staff continued to monitor traditional and Federal performance-related crash characteristics, as reported in the 2024 VISION 2050 update. In addition, as part of the update, Commission staff reported short-term safety performance targets, including adjusting serious injury-related targets to reflect the actual number of serious injuries.</p> <p>Commission staff continued to utilize safety-related criteria in the evaluation of projects for Federal STBG-MUA and TAP-MUA funding. With respect to evaluation of STBG-MUA funding, the Milwaukee TIP Committee revised the safety-related criterion to include only crashes involving fatalities and serious injuries, rather than all crashes, in the evaluation of projects.</p> <p>Commission staff also continued to provide safety data and analyses to various counties/municipalities, upon request. For example, Commission staff assisted Washington County with developing crash diagrams for intersection crashes on county trunk highways. In addition, Commission staff serves on the Working Group established by Milwaukee County for developing the Countywide Safety Action Plan.</p>

Review Area	Action	Recommendations/ Commendations	Disposition or Status Update
<p>Transportation Security Planning</p> <p>23 U.S.C. 134(h)(1)(C) 23 CFR 450.306(a)(3) 23 CFR 450.306(d) 23 CFR 450.324(h)</p>	<p>None</p>		<p>VISION 2050 contains recommendations related to preventing and responding to attacks affecting the regional arterial system. Although the Commission does not have a direct role in Federal and State transportation security policy decisions and implementation, the Commission staff continues to maintain a supportive regional role for transportation security planning. For example, the Commission staff will complete hazard mitigation plan updates for Kenosha, Racine, and Washington Counties this year. Commission staff is also preparing a combined plan of the City of Milwaukee and Milwaukee County and submitting a grant to prepare an update to the Ozaukee County plan in 2025.</p>

Review Area	Action	Recommendations/ Commendations	Disposition or Status Update
<p>Nonmotorized Planning</p> <p>23 U.S.C. 134(h) 23 U.S.C. 217(g) 23 CFR 450.306 23 CFR 450.3224(f)(2)</p>	<p>None</p>		<p>Commission staff monitored the implementation of nonmotorized recommendations as part of the 2024 VISION 2050 update. The 2024 VISION 2050 update also included a monitoring of traditional and Federal performance-related nonmotorized crash characteristics.</p> <p>The Commission staff is currently working on a regional complete streets guide to assist local municipalities/counties with implementing such measures. The guide will include a toolbox of various complete streets measures and suggested context-sensitive implementation strategies.</p> <p>The Commission has a nonmotorized count program that counts 4 permanent sites, and over 60 short-term count sites. The sites are posted on the Commission website. Commission staff also collects and posts nonmotorized count data collected by WisDOT and other municipalities in Southeastern Wisconsin and makes them available through its website.</p> <p>At the request of the Village of Mount Pleasant, Commission staff is updating their bicycle plan and also incorporating recommendations related to pedestrian facilities.</p>

Review Area	Action	Recommendations/ Commendations	Disposition or Status Update
<p data-bbox="100 268 412 327">Integration of Land Use and Transportation</p> <p data-bbox="100 365 326 453">23 U.S.C. 134(g)(3) 23 U.S.C. 134 (h)(1)(E) 23 CFR 450.306(a)(5)</p>	<p data-bbox="526 268 586 296">None</p>		<p data-bbox="1086 268 1511 709">The Commission, since it's first regional land use and transportation plan (c. 1965), has conducted comprehensive land use and transportation planning with the transportation system designed to support and encourage development of a desirable land use pattern. Of note is that the desirable land use pattern recommended by VISION 2050 is based on the Commission's regional housing plan, which is concerned with providing financially sustainable housing for people of all incomes, age groups, and needs throughout the entire Region.</p> <p data-bbox="1086 743 1503 1058">This process of designing a transportation system around the desirable pattern of development, while also looking at where accessibility is being provided in relation to various EJ populations ensures that the transportation investments are consistent with existing and planned housing and employment development patterns.</p> <p data-bbox="1086 1092 1511 1499">VISION 2050 serves as the current iteration of the regional land use and transportation plan for Southeastern Wisconsin. Land use and transportation were integrated in all steps of the planning process—inventory and forecasts, visioning and alternative plan development, and final plan recommendation. The 2024 VISION 2050 update included a review of plan forecasts and implementation for both the land use and transportation elements.</p>

Review Area	Action	Recommendations/ Commendations	Disposition or Status Update
<p>Travel Demand Forecasting</p> <p>23 CFR 450.324(f)(1)</p>	<p>None</p>		<p>The Commission has for many decades developed and maintained a travel demand model and has had the internal capacity to develop forecasts. These models have been integral in the conduct and development of the Commission's comprehensive multi-modal regional land use and transportation plans. The Commission is currently on its 5th generation of travel demand models.</p> <p>The Commission has acted as an unbiased partner in supporting the forecasting needs of WisDOT on some of the most contentious projects in SE Wisconsin.</p> <p>Decennially, the Commission conducts robust household travel inventories, with significant support from WisDOT, to support model and plan development, with the last inventory conducted in 2011-2012. Currently the Commission and WisDOT are working with the NHTS to purchase add-on survey samples within SE Wisconsin for our next household travel inventory. Once data have been collected and are available Commission staff will begin validating the current model battery and begin the process of estimating and calibrating a new 6th generation travel demand model.</p>

Review Area	Action	Recommendations/ Commendations	Disposition or Status Update
<p>Air Quality Clean Air Act</p> <p>42 U.S.C. 7401 40 CFR Part 93 23 CFR 450.324(m)</p>	<p>Recommendation</p>	<p>Recommend SEWRPC consolidate and expand its discussion of climate change and greenhouse gas emissions during the next update of VISION 2050. Consider adopting specific metrics and targets.</p>	<p>The 2024 VISION 2050 update includes a section regarding reducing Region’s greenhouse gas emissions that summarizes VISION 2050 recommendations. It also includes a summary of the Commissions staff’s work related to U.S. EPA’s Climate Pollution Reduction Grant (CPRG) program. It is anticipated that recommendations developed under this work effort will be considered for inclusion in the next major update to the regional land use and transportation plan.</p> <p>Commission staff continues to be an active member of the Wisconsin Transportation Conformity Workgroup. Upcoming transportation conformity, issues and demonstrations are reviewed and discussed at their quarterly meetings. The Commission most recently prepared and submitted a conformity demonstration for the 2024 VISION 2050 update in early May 2024 and is anticipating a conformity determination from FTA and FHWA in early June 2024.</p> <p>Regarding GHG emissions, the Commission intends to establish targets regardless of the court stay of FHWA target setting requirements later in 2024.</p>
<p>Congestion Management Process / Management and Operations</p> <p>23 U.S.C. 134(k)(3) 23 CFR 450.322</p>	<p>None</p>		<p>The Commission has long employed a congestion management process in the development of our long-range transportation plans. The CMP was last updated and documented in August 2020 in Commission Memorandum Report 203.</p>

The 2024 interim update to VISION 2050 includes documentation related to the implementation and performance monitoring of the CMP to date, including of the transportation system management recommendations

APPENDIX C – PUBLIC COMMENTS

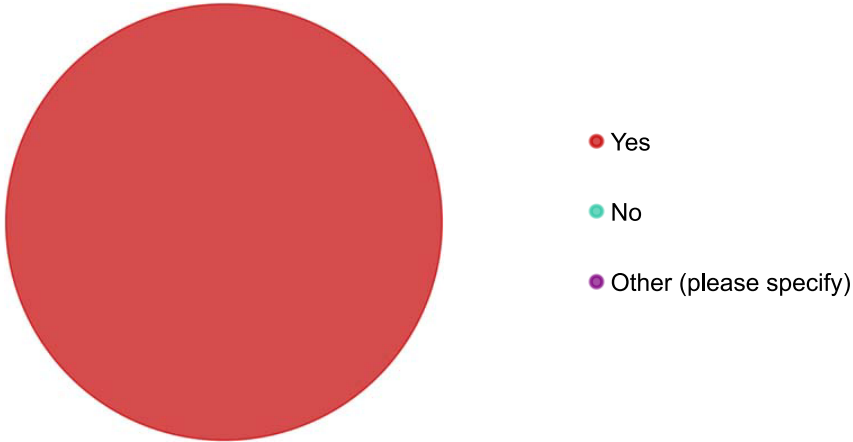
A public meeting was held on Tuesday, July 23, 2024 at 5:30 pm at Riverworks, www.riverworksmke.org, located at 526 E Concordia Ave, Milwaukee, WI 53212. There was one public comment during the meeting. The commenter commended SEWRPC on their outreach and planning efforts within the region. SEWRPC advertised the public meeting in three different newspapers including Milwaukee Journal Sentinel and on their website. Public comments were accepted by mail or e-mail through August 23, 2024.

As part of the TMA Certification process, working conjointly with FHWA and FTA, SEWRPC conducted a survey of their transportation planning and public participation and outreach processes for both their MPO and statewide. The survey was open to the public to respond at the same time as the Federal Public Comment period for the TMA Certification (so it was available until August 23, 2024). The survey was advertised by SEWRPC in their newsletter and was posted on their website and on their social media accounts. The survey had eight responses. Results from the survey can be seen starting on the next page.

SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

**CERTIFICATION REVIEW
SURVEY RESULTS**

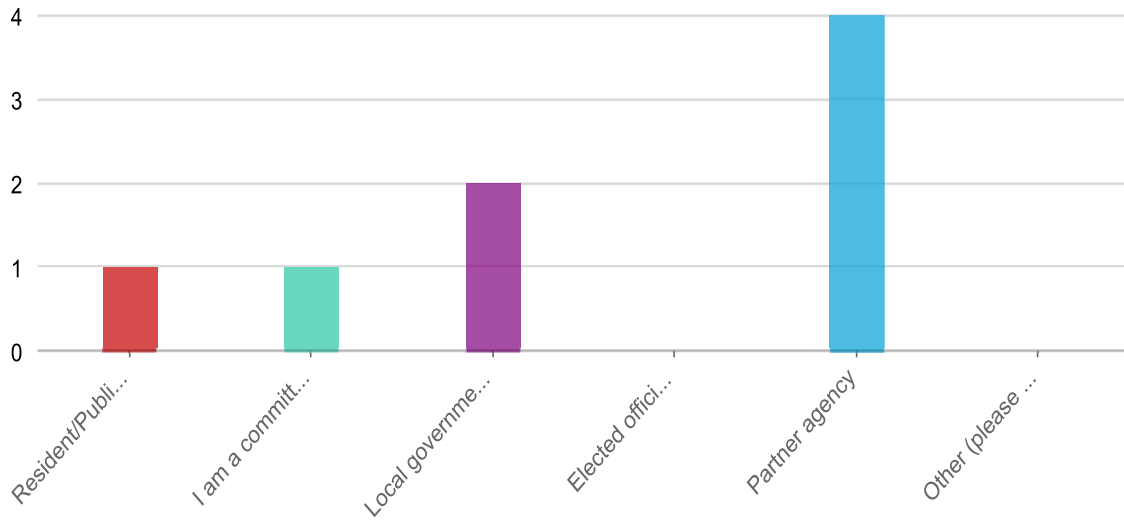
Do you know what a Metropolitan Planning Organization (MPO) is and the function of an MPO?



Answers	Count	Percentage
Yes	8	100%
No	0	0%
Other (please specify)	0	0%

Answered: 8 Skipped: 0

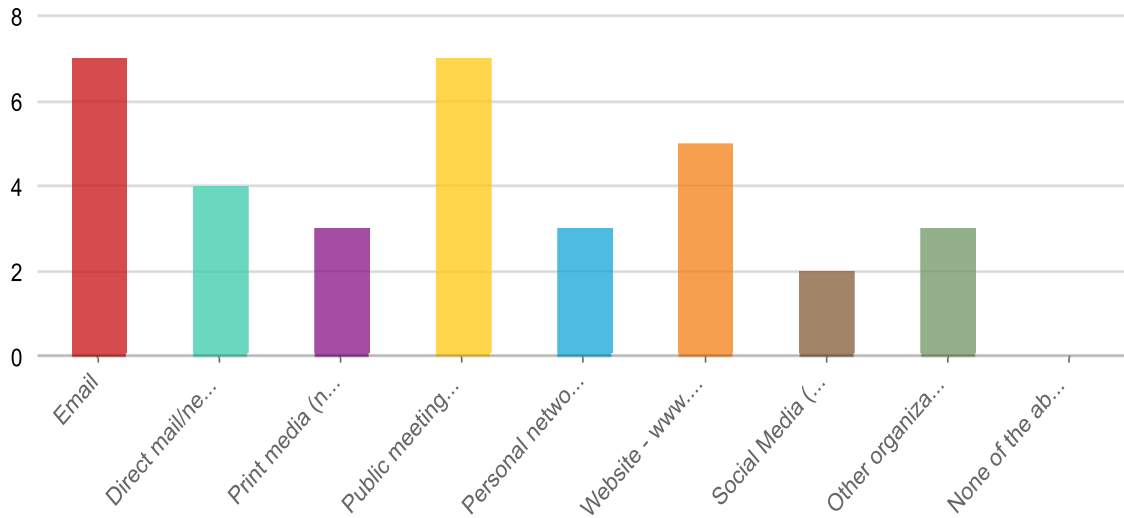
How would you most closely identify yourself in relation to the Southeastern Wisconsin Regional Planning Commission?



Answers	Count	Percentage
Resident/Public/Stakeholder	1	12.5%
I am a committee and/or Commission member	1	12.5%
Local government or State DOT staff	2	25%
Elected official	0	0%
Partner agency	4	50%
Other (please specify)	0	0%

Answered: 8 Skipped: 0

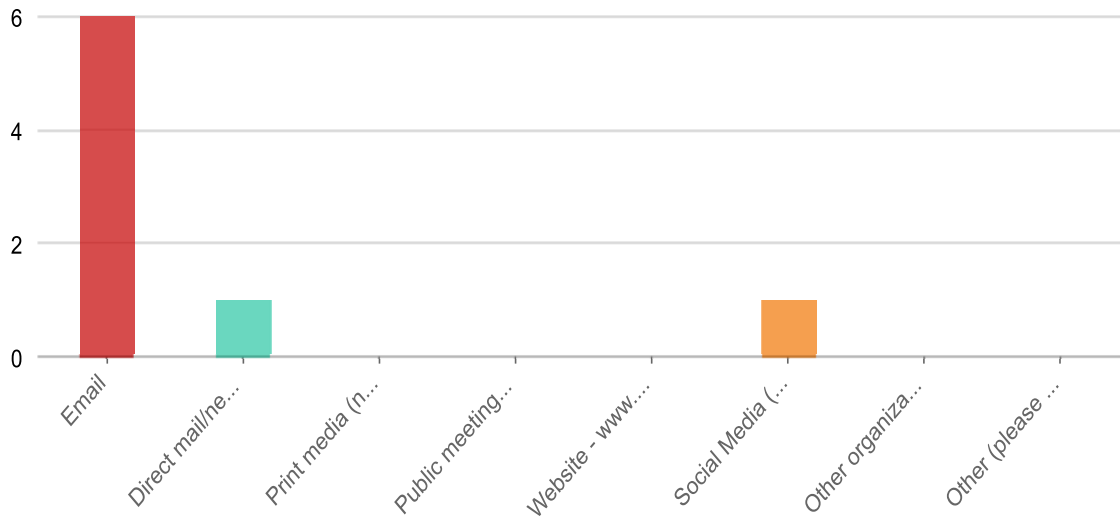
How have you received or otherwise come across information regarding transportation planning in the Southeastern Wisconsin Metropolitan Planning Area? (select all that apply)



Answers	Count	Percentage
Email	7	87.5%
Direct mail/newsletter	4	50%
Print media (newspaper articles or ads)	3	37.5%
Public meetings or events	7	87.5%
Personal network (i.e. family, friends, neighbors, etc.)	3	37.5%
Website - www.sewrpc.org	5	62.5%
Social Media (i.e. X, Facebook, LinkedIn, etc.)	2	25%
Other organizations or agencies (i.e. neighborhood/civic groups, businesses, etc.)	3	37.5%
None of the above; I have not received or come across this type of information before.	0	0%

Answered: 8 Skipped: 0

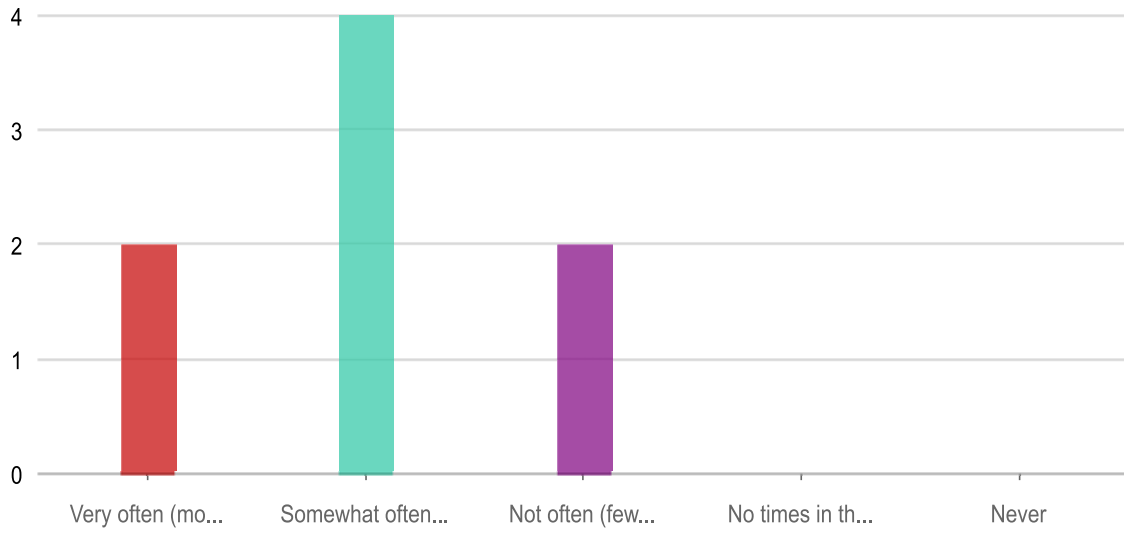
Thinking of the communication methods from question 3, what is your preferred source of information for transportation planning in the Southeastern Wisconsin Metropolitan Planning Area?



Answers	Count	Percentage
Email	6	75%
Direct mail/newsletter	1	12.5%
Print media (newspaper articles or ads)	0	0%
Public meetings or events	0	0%
Website - www.sewrpc.org	0	0%
Social Media (i.e. X, Facebook, LinkedIn, etc.)	1	12.5%
Other organizations or agencies (i.e. neighborhood/civic groups, businesses, etc.)	0	0%
Other (please specify)	0	0%

Answered: 8 Skipped: 0

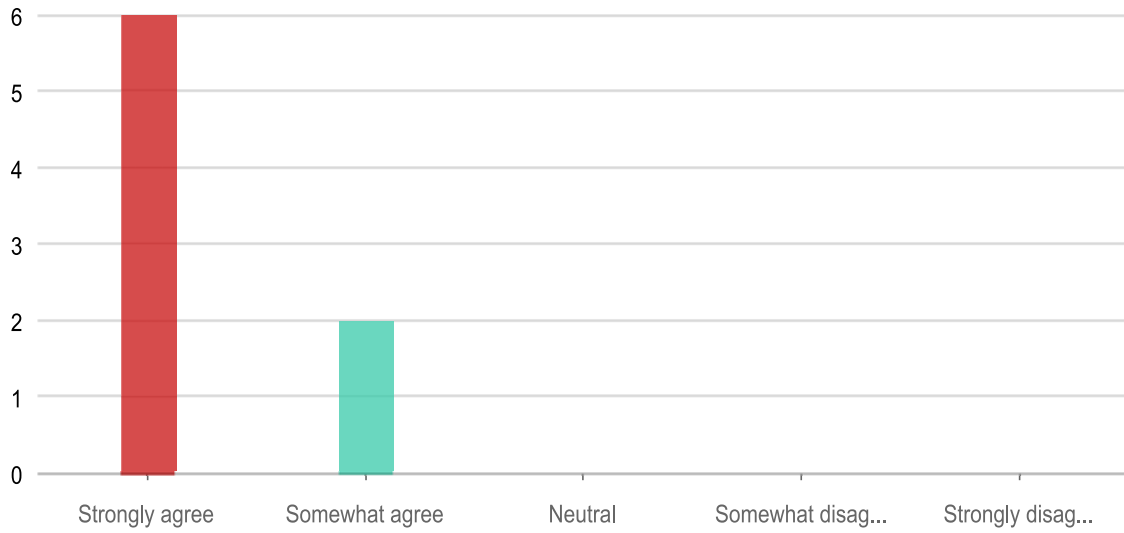
Over the past year, how often have you seen or sought out information regarding transportation planning in Southeastern Wisconsin Metropolitan Planning Area?



Answers	Count	Percentage
Very often (more than monthly)	2	25%
Somewhat often (5-12 times per year)	4	50%
Not often (fewer than 5 times per year)	2	25%
No times in the last year	0	0%
Never	0	0%

Answered: 8 Skipped: 0

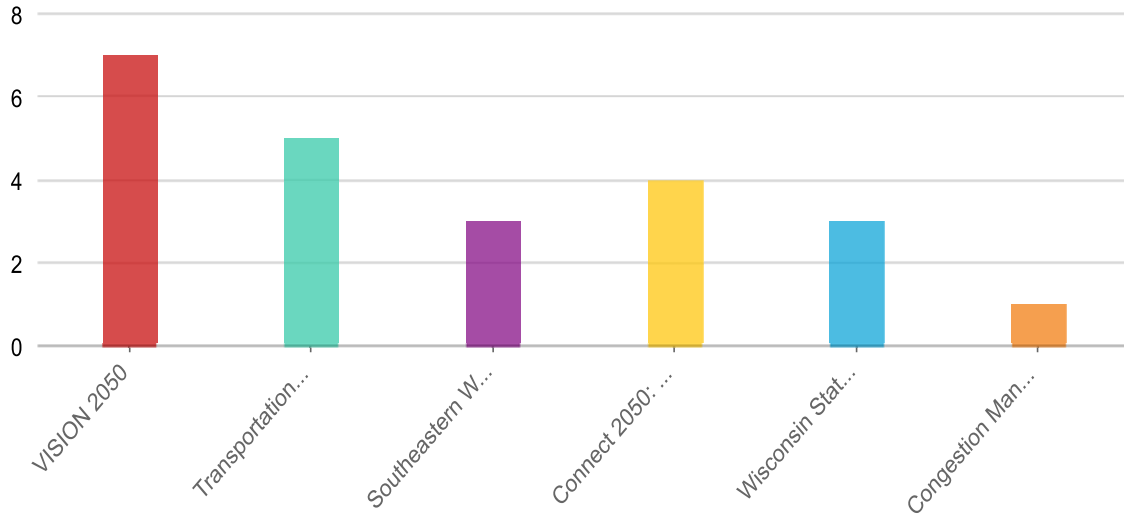
Overall, you feel that you are well informed on the transportation planning process within the Southeastern Wisconsin Metropolitan Planning Area.



Answers	Count	Percentage
Strongly agree	6	75%
Somewhat agree	2	25%
Neutral	0	0%
Somewhat disagree	0	0%
Strongly disagree	0	0%

Answered: 8 Skipped: 0

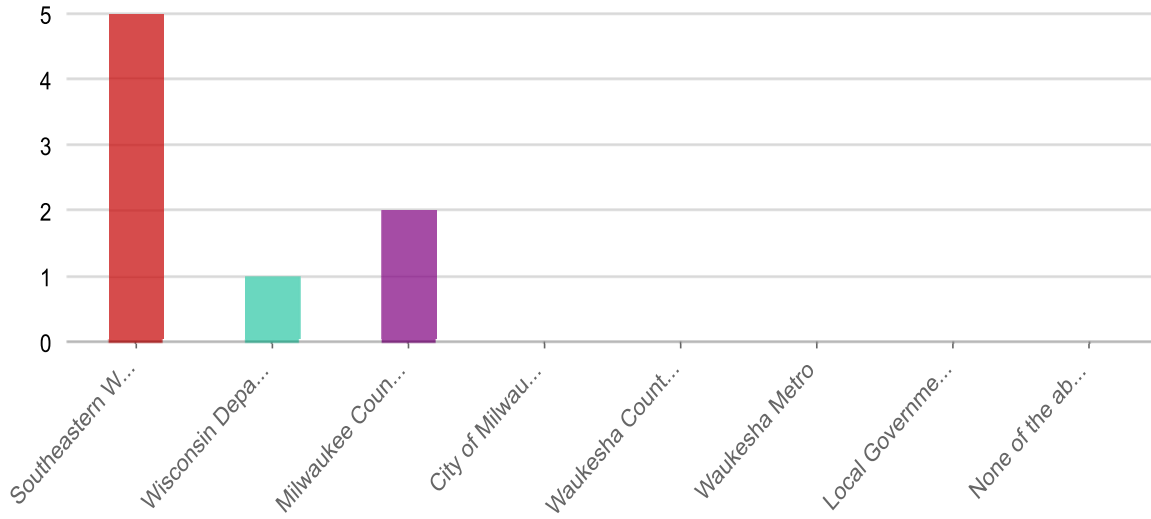
Have you read or are you aware of the following documents? (select all that apply)



Answers	Count	Percentage
VISION 2050	7	87.5%
Transportation Improvement Program (TIP)	5	62.5%
Southeastern Wisconsin Regional Planning Commission Over all Work Program (OWP)	3	37.5%
Connect 2050: Statewide Long-Range Multimodal Transportation Plan	4	50%
Wisconsin State Freight Plan	3	37.5%
Congestion Management Process for Southeastern Wisconsin	1	12.5%

Answered: 8 Skipped: 0

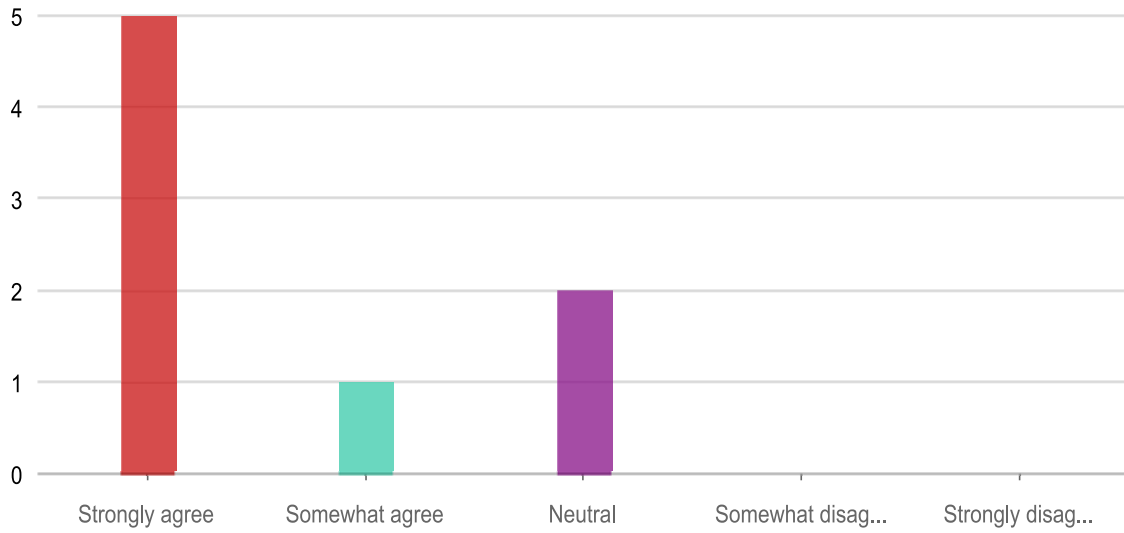
What transportation agency do you see information from or engage with the most?



Answers	Count	Percentage
Southeastern Wisconsin Regional Planning Commission	5	62.5%
Wisconsin Department of Transportation	1	12.5%
Milwaukee County Transit System	2	25%
City of Milwaukee Streetcar	0	0%
Waukesha County Commuter Bus	0	0%
Waukesha Metro	0	0%
Local Government	0	0%
None of the above	0	0%

Answered: 8 Skipped: 0

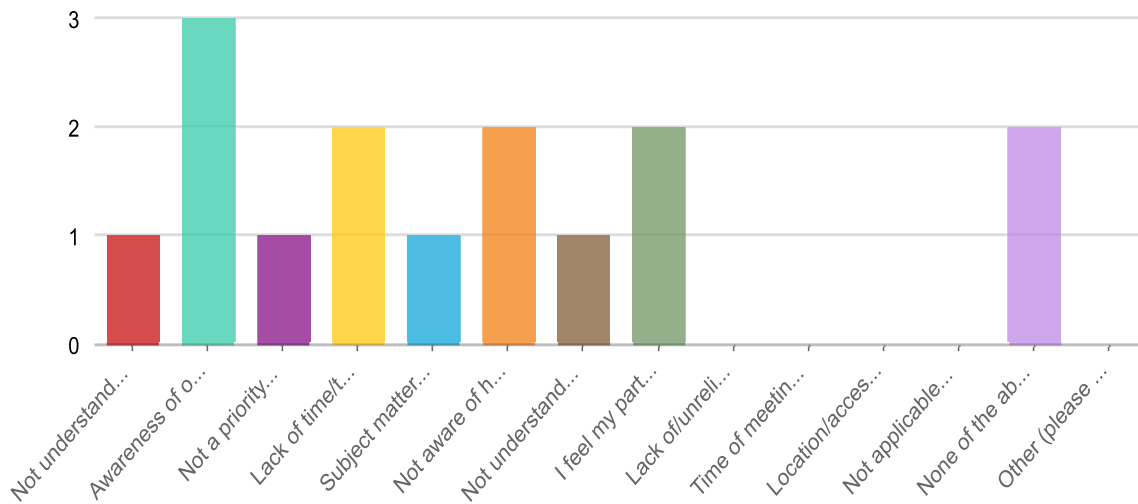
Overall, you are satisfied with the amount of transportation planning information you receive.



Answers	Count	Percentage
Strongly agree	5	62.5%
Somewhat agree	1	12.5%
Neutral	2	25%
Somewhat disagree	0	0%
Strongly disagree	0	0%

Answered: 8 Skipped: 0

What barriers to engaging with the transportation planning process have you experienced? (select all that apply)



Answers	Count	Percentage
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Answers	Count	Percentage
Not understanding the impacts of transportation in my life and/or my agency/industry	1	12.5%
Awareness of opportunities to participate	3	37.5%
Not a priority for me and /or my agency	1	12.5%
Lack of time/too large of a commitment	2	25%
Subject matter/materials are too technical and/or complicated	1	12.5%
Not aware of how my comments or feedback are used	2	25%
Not understanding the value and/or experiencing the results of my feedback	1	12.5%
I feel my participation/feedback won't make a difference	2	25%
Lack of/unreliable internet access	0	0%
Time of meetings/events	0	0%
Location/accessibility of meetings/events	0	0%
Not applicable: I have not engaged in the planning process	0	0%
None of the above; I have not experienced any barriers	2	25%
Other (please specify)	0	0%

Answered: 8 Skipped: 0

What do you feel works well in the Southeastern Wisconsin Metropolitan Planning Area?

The word cloud requires at least 20 answers to show.

Response	Count
Yes	1
The one public meeting I have attended was very well done and engaging. Specifically, the "Reimagining WIS 175 Study" public meeting #2 had communications materials (including a video) that clearly presented the study options and allowed for engaging in-person discussion with knowledgeable staff.	1
Public meetings	1
I think the public engagement processes have improved a lot, especially in terms of taking complex information and making it easier to digest and provide feedback on. The Commission is much more outward facing as well, which helps with public interaction.	1
I feel like all of the partners that work in trying to find transit options for the region are talking, either together or in silos, and I know SEWRPC is responsible for bringing together those conversations. I also feel like the research and work being done around transit are very solid- they are data driven, full of facts and void of opinion.	1

Answered: 5 Skipped: 3

In what ways could the transportation planning process in the Southeastern Wisconsin Metropolitan Planning Area be improved?

The word cloud requires at least 20 answers to show.

Response	Count
<p>It's not always clear how seriously local governments (or really elected officials) take the plans and feedback that are put in place and try to integrate or implement them into their local planning or transportation projects. The public continues to ask for better connectivity and investments in public transportation yet we still don't operate on a regional level and not all governments in the region seem invested in the work of the MPO.</p>	1
<p>I feel like efforts are also underway for community engagement and it is happening but either residents are engaging because they don't really understand the impact/process for transportation planning OR do not feel that anyone really cares about making viable solutions for them long-term. I think that if there was a more grassroots way of reaching residents versus public hearings/meetings that can drive home the impact of participation AND constant and continuous updates in various mediums it may be helpful. I know that this is more of a budget issue than effort but for working families that really don't understand how better transit can help them because they are trying to survive, there are many residents that fall under the cracks that we really need to hear from.</p>	1
<p>Change is slow, but I hope that planners can accelerate the integration of climate goals into the transportation planning process in our region. We urgently need more resilient infrastructure, expansion of public transit, and reduced reliance on cars. The recent outcome of the I-94 expansion (despite the civil rights inquiry/examination) is a disappointing example of the continued influence of outmoded planning strategies that prioritize marginal benefits for car commuters over health equity and the environment. I realize this is a criticism of the outcome rather than the process, but I do think that planners (through public processes) play a heavy hand in "agenda setting" that aligns with these types of values/priorities (or not). The public can only weigh in on the options that they are presented with.</p>	1

Answered: 3 Skipped: 5

APPENDIX D - LIST OF ACRONYMS

ADA: Americans with Disabilities Act
AMPO: Association of Metropolitan Planning Organizations
CAA: Clean Air Act
CFR: Code of Federal Regulations
CMP: Congestion Management Process
CO: Carbon Monoxide
DOT: Department of Transportation
EJ: Environmental Justice
FAST: Fixing America's Surface Transportation Act
FHWA: Federal Highway Administration
FTA: Federal Transit Administration
FY: Fiscal Year
HSIP: Highway Safety Improvement Program
ITS: Intelligent Transportation Systems
LEP: Limited-English-Proficiency
M&O: Management and Operations
MAP-21: Moving Ahead for Progress in the 21st Century
MPA: Metropolitan Planning Area
MPO: Metropolitan Planning Organization
MTP: Metropolitan Transportation Plan
NAAQS: National Ambient Air Quality Standards
NO₂: Nitrogen Dioxide
O₃: Ozone
PM₁₀ and PM_{2.5}: Particulate Matter
SHSP: Strategic Highway Safety Plan
STIP: State Transportation Improvement Program
TDM: Travel Demand Management
TIP: Transportation Improvement Program
TMA: Transportation Management Area
U.S.C.: United States Code
UPWP: Unified Planning Work Program
USDOT: United States Department of Transportation

APPENDIX E-MPO Self-Certification Summary

The Southeastern Wisconsin Regional Planning Commission (Commission), as the MPO, is charged with implementing the metropolitan planning process in accordance with applicable requirements of federal laws, including transportation statutes, the Clean Air Act, the Civil Rights Act, and the Americans with Disabilities Act. All agencies involved in the transportation planning process must also be held accountable to these federal requirements.

By federal law, agencies providing transportation services and/or receiving federal money must adhere to the requirements as listed in the MPO's adopted self-certification resolution. Concurrent with submittal of the proposed TIP to the FHWA and FTA MPOs are required to certify that the metropolitan transportation planning process is being carried out in accordance with all federal requirements. The 10 requirements for self-certification and MPO activities to comply are summarized below.

- (1) 23 U.S.C. 134, 49 U.S.C. 5303, and this subpart. These citations summarize the metropolitan planning requirements, which include a compliant planning process; current approved Transportation Improvement Program, Long-Range Transportation Plan, Transportation Planning Work Program, Public Participation Plan, and Congestion Management Process (TMAs); current interagency agreements; approved metropolitan area boundaries; and annual listings of obligated projects. TMA MPOs should also have a current certification from FHWA-FTA.

Commission Documentation of Compliance:

Integrated Land Use and Transportation Plan [Commission Planning Report No. 55 VISION 2050: A Regional Land Use and Transportation Plan, adopted July 2016, amended December 2018, June 2020, June 2024](#)

Transportation Improvement Program [A Transportation Improvement Program for Southeastern Wisconsin: 2023-2026, adopted December 7, 2022](#)

Public Participation Plan [Public Participation Plan for Regional Planning for Southeastern Wisconsin](#)

Congestion Management Process [Congestion Management Process for Southeastern Wisconsin](#)

[It is also documented in VISION 2050, Vol II, Part II \(Chapter 3 and Appendix F\) and Part III \(Chapter 4 and Appendix H\)](#)

MPO Cooperative Agreements *Cooperative Agreement for Continuing Transportation Planning for the Southeastern Wisconsin Region, January 21, 2020*

Cooperative Agreement Relative to Transportation Planning Services in That Portion of Jefferson County Included in the Milwaukee Urbanized Area, March 11, 2015

Cooperative Agreement Relative to Transportation Planning Services in That Portion of Dodge County Included in the West Bend Urbanized Area, August 17, 2016

Wisconsin 2012 Memorandum of Agreement Regarding Determination of Conformity of Transportation Plans, Programs and Projects to State Implementation Plans, June 20, 2012

Cooperative Agreement for Coordination of Land Use-Transportation Planning in the Round Lake Beach-McHenry-Grayslake, IL-WI Urbanized Area, June 18, 2018

The Wingspread Regional Accord, November 5-7, 2018

Metropolitan Planning Area Boundary *Approved by the Commission's Executive Committee on May 22, 2014 (Resolution 2014-12)*

Annual Listing of Obligated Projects *of Available through 2023 on the Commission [TIP webpage](#)*

FHWA-FTA Certification [June 4, 2021](#)

Commission meetings are posted on the Commission [website](#)

- (2) In non-attainment and maintenance areas, sections 174 and 176 (c) and (d) of the Clean Air Act, as amended (42 U.S.C. 7504, 7506 (c) and (d)) and 40 CFR Part 93. The MPO is required to have a conforming long-range plan and TIP. State and local transportation officials take part in a collaborative 3C planning process to determine which planning elements will be implemented to improve air quality.

As shown in Map 1 there are two 2015 ozone nonattainment areas and a 24-hour PM2.5 maintenance area within the metropolitan planning area of the Commission. FHWA-FTA determined conformity of the fiscally constrained transportation system of VISION 2050 and the 2023-2026 transportation improvement program on December 6, 2022. The Commission as the MPO covering the Kenosha, Milwaukee, Racine, West Bend, and Wisconsin portion of the Round Lake Beach urbanized areas is a signatory to the Wisconsin 2012 Memorandum of Agreement Regarding Determination of Conformity of Transportation Plans, Programs and Projects to State Implementation Plans and participates as a member of the Wisconsin Transportation Conformity Interagency Consultation Workgroup, which meets regularly to cooperatively ensure compliance with all air quality planning and conformity requirements.

- (3) Title VI of the Civil Rights Act of 1964, as amended (42 U.S.C. 2000d–1) and 49 CFR Part 21. Title VI prohibits exclusion from participation in, denial of benefits of, and discrimination under federally-assisted programs on the grounds of race, color, or national origin.

The Commission complies with this requirement through the policies identified in the it's [Title VI and Non-Discrimination Program/Limited English Proficiency Plan](#) that was approved by the Commission's Executive Committee on October 19, 2023. Activities include conducting an Environmental Justice (EJ) analysis of the existing transportation network and projects proposed in the current MTP ([VISION 2050](#)). The Commission's [Public Participation Plan](#) also includes outreach strategies to traditionally underserved and limited-English populations (LEP) which are periodically evaluated for effectiveness. EJ outreach strategies include use of minority-focus media and the existence of an [Environmental Justice Task Force](#) (EJTF) consisting of representatives from community organizations familiar with the unique characteristics and needs of the EJ populations in the region. The EJTF's primary role is to enhance the consideration and integration of EJ throughout the regional planning process.

- (4) 49 U.S.C. 5332, prohibiting discrimination on the basis of race, color, creed, national origin, sex, or age in employment or business opportunity.

The Commission complies with this requirement through the policies identified in the MPO's [Title VI Non-Discrimination Program/Limited English Proficiency Plan](#) that was

approved by the Commission's Executive Committee on October 19, 2023, and the [Federal Fiscal Year 2024 Title VI Non-Discrimination Agreement](#) executed September 27, 2023.

- (5) Section 1101(b) of the MAP-21 (Pub. L. 112-141) and 49 CFR Part 26 regarding the involvement of disadvantaged business enterprises (DBEs) in USDOT-funded projects. The DBE program ensures equal opportunity in transportation contracting markets, and in the statute, Congress established a national goal that 10% of federal funds go to certified DBE firms.

The Commission will follow [WisDOT's federally approved DBE program](#) when soliciting contractors to complete MPO projects using federal MPO planning funds.

- (6) 23 CFR Part 230, regarding the implementation of an equal employment opportunity program on federal and federal-aid highway construction contracts.

The Commission's [Affirmative Action Plan: 2023-2024](#), includes policies, analyses, and goals, regarding the Commission's equal employment program

- (7) The provisions of the Americans with Disabilities Act of 1990 (42 U.S.C. 12101 et seq.) and 49 CFR parts 27, 37, and 38. Programs and activities funded with federal dollars are prohibited from discrimination based on disability.

The Commission complies with this requirement through the policies identified in its [Title VI Non-Discrimination Program/Limited English Proficiency Plan](#) that was approved by the Commission's Executive Committee on October 19, 2023. SEWRPC's public involvement locations are ADA compliant and transit accessible. SEWRPC periodically evaluates its website for accessibility by individuals with disabilities and a new and accessible website will be published in summer 2024. Finally, the SEWRPC adopted year 2050 regional land use and transportation plan ([VISION 2050](#)) includes recommendations to provide pedestrian facilities that facilitate safe, efficient, and accessible pedestrian travel, including addressing gaps in the pedestrian network through neighborhood connections to regional off-street bicycle paths, transit, and major destinations; that all pedestrian facilities be designed and constructed in accordance with the Federal Americans with Disabilities Act (ADA) and its implementing regulations; and encourages communities with 50 or more employees to maintain updated ADA transition plans.

- (8) The Older Americans Act, as amended (42 U.S.C. 6101), prohibiting discrimination on the basis of age in programs or activities receiving federal financial assistance.

The Commission complies with this requirement through the policies identified in its [Title VI Non-Discrimination Program/Limited English Proficiency Plan](#) that was approved by the Commission's Executive Committee on October 19, 2023, and [Federal Fiscal Year 2024 Title VI Non-Discrimination Agreement](#) executed September 27, 2023. Commission public involvement activities include senior populations and organizations advocating for their interests.

- (9) Section 324 of title 23 U.S.C. regarding the prohibition of discrimination based on gender.

The Commission complies with this requirement through the policies identified in its [Title VI Non-Discrimination Program/Limited English Proficiency Plan](#) that was approved by the Commission's Executive Committee on October 19, 2023, and [Federal Fiscal Year 2024 Title VI Non-Discrimination Agreement](#) executed September 27, 2023.

- (10) Section 504 of the Rehabilitation Act of 1973 (29 U.S.C. 794) and 49 CFR Part 27 regarding discrimination against individuals with disabilities.

The Commission complies with this requirement through the policies identified in its [Title VI Non-Discrimination Program/Limited English Proficiency Plan](#) that was approved by the Commission's Executive Committee on October 19, 2023, and [Federal Fiscal Year 2024 Title VI Non-Discrimination Agreement](#) executed September 27, 2023. Other activities are addressed in #7 above





Report prepared by:

Karl Buck

Wisconsin FHWA Division Office

525 Junction Rd, Ste. 8000

Madison, Wisconsin, 53717

(608) 829-7501