

Figure 1 shows the process used to develop the TIP every two years. The identification of proposed TIP projects is generally accomplished by the State and local governments in Southeastern Wisconsin ahead of the development of the four-year TIP. State and local government budgets identify levels of funding for specific programs, and typically also identify specific projects. While the TIP covers a four-year period, the State budget is only for a two-year period and local budgets are for one year. Generally, the levels of funding provided in current State and local budgets are anticipated to extend through the four-year time frame of the TIP. State and local multi-year capital improvement programs also provide guidance on potential budgets and identify projects over the four-year period of the TIP. For some categories of funding, such as Federal Highway Administration (FHWA) Surface Transportation Block Grant Program - Other (STP-O), FHWA National Highway Performance Program (NHPP) funding, and State funding, WisDOT selects projects for funding in addition to those specifically identified in the State budget. For other categories of funding, a competitive process is utilized to select projects for funding, including at the State level for FHWA Transportation Alternatives Program (TAP) and FHWA Safety Improvement Program funding (HSIP), at the urbanized area level for STP-Urbanized Area funding, and at the county level for Federal/State Bridge funding. The projects are typically selected for a multi-year period, which can extend beyond the four-year TIP period.

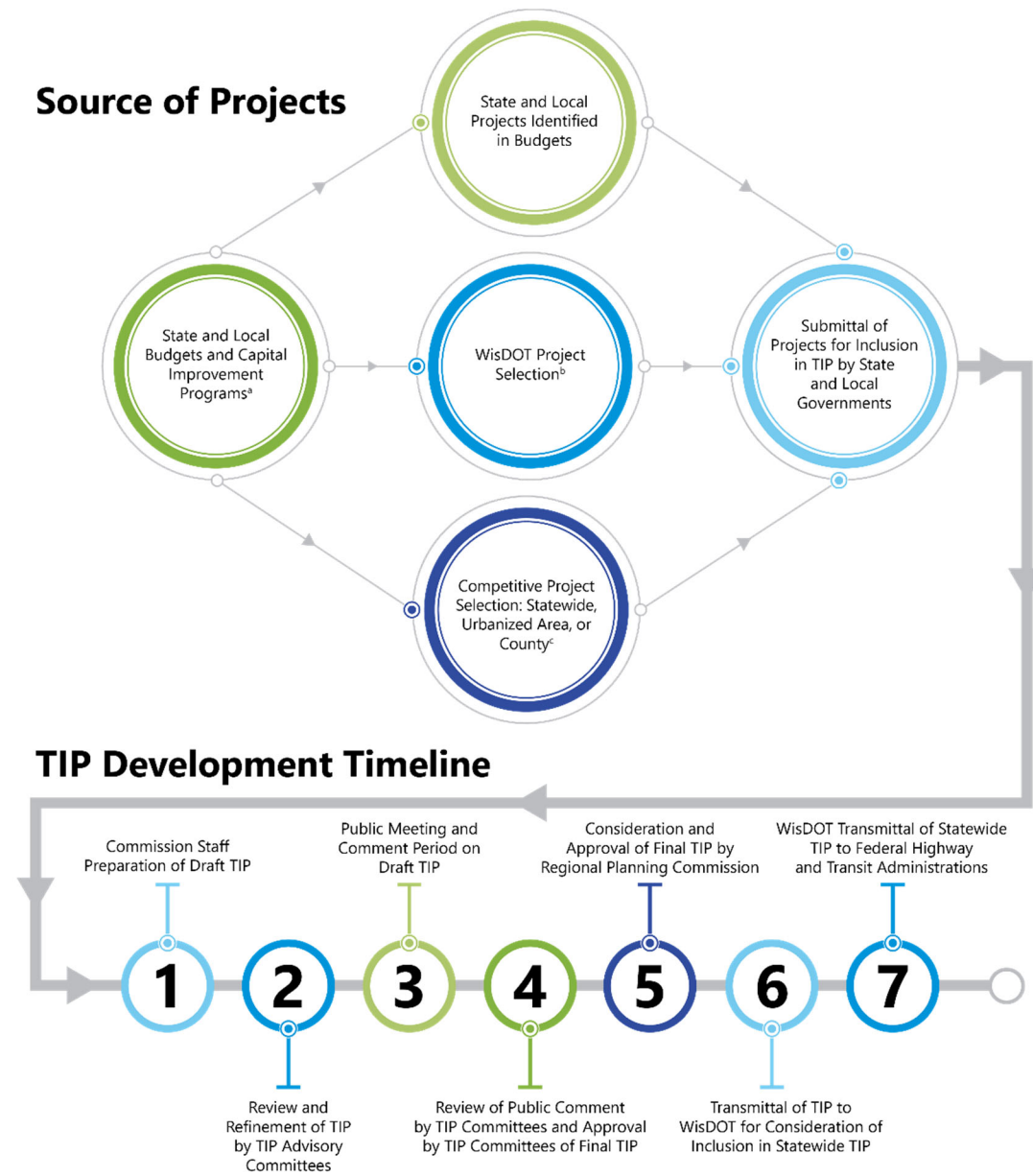
As part of the development of the TIP, the Commission staff conducts a financial feasibility analysis by comparing the total amount of Federal, State, and local funding programmed in the TIP to an estimate of available revenues. The Commission staff also reviews the projects proposed to be included in the TIP for consistency with VISION 2050, specifically, the year 2050 fiscally constrained transportation system (FCTS).<sup>1</sup> In addition, an assessment is conducted of the contribution of projects listed in the TIP towards achieving the VISION 2050 performance goals and the targets established for the National performance measure. An assessment is also conducted of the impacts—positive and negative—on the minority populations and low-income populations within Southeastern Wisconsin.

The TIP is provided to the Advisory Committees established for the five urban areas that the Commission serves as their Metropolitan Planning Organization (MPO) for their review and refinement. The TIP is also made available to the public for review at a public meeting and on the Commission website. The public can provide comments on the TIP at the public meeting and during a public comment period. The Advisory Committees consider the proposed refinements to, and public comment on, the TIP when considering the recommendation of approval of a final TIP by the Commission. The approved final TIP is then provided to the Secretary of the Wisconsin Department of Transportation for review and consideration of approval for inclusion in the Statewide Transportation Improvement Program (STIP). Following WisDOT approval of the final TIP and inclusion into the STIP, the final STIP is transmitted to FHWA and FTA.

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<sup>1</sup> *An important aspect related to implementing VISION 2050 relates to funding. The amount of public funding needed to construct, operate, and maintain the transportation component of VISION 2050 has been compared to the amount of funding expected to be available. Federal metropolitan planning regulations (23 CFR Part 450) and conformity regulations (40 CFR Part 93.108) require that the Region's transportation plan be "fiscally constrained"—only including projects that can be funded with expected funds, taking into account the limitations placed on these funding sources by Federal and State law. Therefore, only the portion of VISION 2050 that can be funded with these revenues is considered the "fiscally constrained" regional plan by the Federal Government and is titled the Fiscally Constrained Transportation System (FCTS). The FCTS is used in the determination of conformity and in the development of the transportation improvement program.*

**Figure 1**  
**Transportation Improvement Program (TIP) Development Process**



<sup>a</sup> State and local government budgets identify levels of funding for specific programs, and typically also identify specific projects. While the TIP covers a four year period, the State budget is only for a two year period and local budgets are for one year. Generally, the levels of funding provided in State and local budgets are anticipated to extend through the TIP four year time frame. State and local multi year capital improvement programs also provide guidance on potential budgets and identify projects over the TIP four year period.

<sup>b</sup> For some categories of funding, such as Federal Highway Administration (FHWA) Surface Transportation Program - Other (STP-O) and National Highway Performance Program (NHPP) funding and State funding, WisDOT selects projects for funding in addition to those identified in the State budget.

<sup>c</sup> For some categories of funding, a competitive project selection process selects projects for funding, including at the State level for FHWA Transportation Alternatives Program and FHWA Safety funding, at the urbanized area level for STP-Urbanized Area funding, and at the county level for Bridge funding. The projects are typically selected for a multi-year period which extends to or beyond the TIP four year period. Listed below for each category of Federal transportation funding is the level at which project selection processes are conducted.

Statewide

- FHWA Highway Safety Improvement
- FHWA Transportation Alternatives
- FHWA Congestion Mitigation and Air Quality
- FTA 5339 Bus and Bus Facilities Capital Funding
- FIA 5310 Mobility for Seniors and People with Disabilities FIA 5307/5340 Transit Operating and Capital Funding for Urbanized Areas 50,000 - 200,000 Population (Funding Allocated to Transit Operators)
- FTA 5311 Rural and Small Urban Operating and Capital Funding (Funding Allocated to Transit Operators)

Urbanized Area

- FHWA Surface Transportation Program - Urbanized Area
- FHWA Transportation Alternatives (Milwaukee Only)
- FIA 5310 Mobility for Seniors and People with Disabilities (Only Milwaukee)
- FTA 5339 Bus and Bus Facilities Capital Funding (Only Milwaukee)
- FIA 5307/5340 Transit Capital and Capitalized Maintenance Funding (Milwaukee Only - Allocated to Transit Operators)

County

- FHWA/State Bridge Replacement (WisDOT determines amount of funding available to each county)

The following sections provide more detail on the preparation of the TIP, the Advisory Committees established to guide TIP development, and public involvement for the TIP.

## **PREPARATION OF TIP**

The technical effort required to develop the TIP is provided by an interagency staff team composed of representatives of the WisDOT, Southeast Region; the Milwaukee County Department of Transportation; the Milwaukee County Transit System; the City of Milwaukee; and the Regional Planning Commission. Commission staff contact local engineers, planners, and transit operators within the Region to assure not only participation in, and understanding of, the program development process, but also to assure that all proposed State and local government transportation projects are considered for inclusion in the TIP. Requests are made to implementing agencies to provide Commission staff an update for all projects listed in the previous TIP and new projects to be considered for addition to the new TIP, including projects that are recommended for FHWA and FTA funding since the adoption of the previous TIP and that have not yet been added by amendment. In addition, pursuant to Federal regulations, transit operators provide Commission staff with a description of the capital expenditures and planning elements of the FTA Section 5307 program of projects to be included in the four years of the TIP. The financial capacity analyses are based on financial data and project justifications documented by each transit system.

The information provided by the implementing agencies are used by Commission staff to prepare a project-by-project listing, that includes for each project a brief description to identify the project, the estimated total costs and the estimated amounts of Federal, State, and local funds proposed to be obligated during the program period against those costs, the proposed type of Federal funds to be used by the project, and the State and local agencies responsible for carrying out the project. Commission staff reviewed each project proposed to be listed in the TIP for consistency with the adopted year 2050 (FCTS). In addition, an assessment is made of the contribution of the projects programmed in the TIP towards achievement of both the VISION 2050 performance goals and the NPM targets.

The Commission staff also compares the total costs of the proposed projects in the TIP to estimates of available Federal, State, and local funding to ensure that available funding sources are adequate to implement the TIP. The estimate of available funding is based upon authorized Federal funding levels and historical State and local funding sources. Federal regulations allow projects eligible for a particular Federal and State funding source, but that are not approved for such funding, to be illustratively listed in the TIP for informational purposes. These projects would not be required to be included in the assessment of available funding. Such projects would be added to the TIP, and included in the assessment of available funding, should they be approved for the Federal or State funds being sought.

The information provided by the implementing agencies are also used to prepare a list of the status of projects contained in the previous TIP, including an identification of projects that were completed or dropped from the TIP.

In addition, the Commission staff conducts an evaluation assessing the impact of the projects programmed in the TIP on minority populations and low-income populations—both positive and negative—and evaluated whether minority populations and low-income populations may be expected to receive a proportionate share of TIP benefits, and not receive a disproportionate share of TIP negative impacts. Specifically, the evaluation included identifying the magnitude and location of minority populations and low-income populations within the Region; a comparison of the mode of travel used by minority populations and by white (non-Hispanic) populations; and a comparison of the programmed

transit, arterial highway, and bicycle/pedestrian projects with locations of concentrations of minority populations and low-income populations.

## **ADVISORY COMMITTEES**

To assist in, and guide, the preparation of the TIP, the Commission has established advisory committees in each urban area of the Region that it serves as the MPO—Advisory Committees on Transportation System Planning and Programming for the Kenosha, Milwaukee, Racine, Round Lake Beach, and West Bend Urbanized Areas (TIP Committees). These committees include local technical staff and elected officials and State and Federal agency representatives responsible for transportation system improvement, operation, and maintenance within each urbanized area. The TIP Committees are charged with the responsibility of reviewing and approving the TIP as it is prepared biennially for submission to the Commission and then to the State and Federal governments. In addition, the TIP Committees, as necessary, provide guidance in the development of procedures for the evaluation and recommendation of projects for various Federal funding programs, including FHWA Surface Transportation Program-Milwaukee Urbanized Area (STP-M) funding. The Commission website includes webpages for each of the committees that includes committee rosters and meeting minutes and agendas.

The Milwaukee TIP Committee which guides the development of the TIP for the Milwaukee urbanized area is established on a population-proportional basis reflecting the population proportionality of each County and municipality within the Milwaukee urbanized area. The 22 members of the Milwaukee TIP Committee include local technical staff and elected officials typically appointed by the community/county's chief elected official, and include five members representing Milwaukee County (with four members appointed by the County Executive and one member appointed by the County Board Chairman) and six members representing the City of Milwaukee (with five members appointed by the Mayor and one member appointed by the City Council President). The Milwaukee TIP Committee also includes representation from each of the five public transit operators within the Milwaukee urbanized area—Milwaukee County, Waukesha County, City of Waukesha, Washington County, and Ozaukee County. The Milwaukee TIP Committee guides the development and application of procedures to evaluate, prioritize, and recommend projects for FHWA Surface Transportation Program – Milwaukee Urbanized Area (STP-M) funding.

## **PUBLIC INVOLVEMENT**

There is public involvement attendant to each project in the TIP. The TIP is consistent with, and drawn from, the regional transportation plan (VISION 2050) and the Commission conducts extensive public involvement efforts as part of that planning process. Also, each project as proposed by State and local governments likely has had, or will have, public involvement as part of the preparation of preliminary engineering, environmental assessment, annual government budget, and/or a capital improvement program.

During the development of the TIP, the Commission staff prepare draft documents related to the TIP that are made available to the public on the Commission's website. Hard copies of the TIP are also available upon request. A 30-day comment period and a public meeting are held on the new TIP, consistent with the Commission's public participation plan. The public meeting will be held virtually to increase the opportunity for local officials and residents in the Region to attend and offer comment and input on the draft TIP. Formal announcement of the public meeting and comment period are provided through paid notices appearing in the regional Milwaukee Journal-Sentinel newspaper and two minority newspapers—the Milwaukee Community Journal and El Conquistador—as well as the Commission's website.

Under the Commission's outreach to minority and low-income populations outlined in its public participation plan, the Commission staff notices the availability of the draft TIP—including an evaluation of impacts (positive and negative) of the TIP on minority and low-income populations—to members of the Commission's Environmental Justice Task Force (EJTF) for review and comment. Members are invited to attend the public informational meeting and to provide additional comment, either at the meeting or during the 30-day comment period. In addition, the Commission staff maintains a list of approximately 90 minority and low-income groups and organizations that are consulted regarding the most effective means and materials for interacting with their membership and/or populations, and are informed of the Commission's public participation opportunities for its planning and programming activities, including the TIP. During the preparation of the TIP, the Commission staff sends a letter to each of these groups and organizations briefly describing the purpose of the TIP, and informing them of the availability of the draft TIP, the evaluation of impacts of the TIP on minority populations and low-income populations, and the public information meeting. The Commission staff offers to meet with each group and organization to further explain the TIP and obtain their comments.

At the conclusion of the comment period, Commission staff prepares a formal record of the public meeting and comments received on the TIP, including responses to each comment received. The response to comments received may result in changes to the TIP that are recommended by Commission staff to be included in the final TIP. The record of public meeting and comments, including any potential changes to the TIP, are reviewed by the TIP Committees and the Commission when considering approval of the TIP. In addition, the public participation process for the TIP satisfies the public participation process for the Program of Projects, as prescribed in accordance with Chapter 53 of Title 49, United States Code, and the current metropolitan and statewide planning regulations, for the following Transit Administration grantees: the City of Hartford, City of Kenosha, Kenosha County, the City of Milwaukee, Milwaukee County, Ozaukee County, the City of Racine, Walworth County, Washington County, Waukesha County, and the City of West Bend.