

**Minutes of the Meeting**

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

DATE: July 17, 2023  
TIME: 10:30 a.m.  
PLACE: Large Conference Room, 2nd Floor  
Milwaukee County Department of Transportation  
10320 W. Watertown Plank Road  
Wauwatosa, WI

Milwaukee Urbanized Area Members Present

Donna Brown-Martin, Chair ..... Director, Department of Transportation, Milwaukee County and  
Commissioner, Southeastern Wisconsin Regional Planning Commission  
Nathan Beth ..... Civil Engineer, Department of Public Works,  
(Representing Karen Braun) Waukesha County  
James Bohl ..... Director of Intergovernmental Relations, City of Milwaukee  
Allison M. Bussler ..... Director of Public Works, Waukesha County  
Chad Chrisbaum ..... Engineer in Charge, Transportation Infrastructure Division  
(Representing Robert Bauman) City of Milwaukee  
Alex Damien ..... Director of Public Works, City of Waukesha  
Melinda Dejewski ..... City Engineer, City of West Allis  
John Edlebeck ..... Director of Public Works, Village of Whitefish Bay  
(Representing Scott Brandmeier)  
Jon Edgren ..... Director of Public Works/Highway Commissioner  
Ozaukee County  
Julie Esch ..... Deputy Director, Department of Transportation, Milwaukee County  
Thomas M. Grisa ..... Director, Department of Public Works, City of Brookfield  
Tom Hafner ..... Administrator/Public Works Director, City of Delafield  
Vanessa Koster ..... Planning Manager, Department of City Development  
(Representing Sam Leichtling) City of Milwaukee  
Jerrel Kruschke ..... Commissioner of Public Works, City of Milwaukee  
Mason Lavey ..... Budget and Fiscal Policy Analyst, City of Milwaukee  
(Representing Nik Kovac)  
Kevin Muhs ..... City Engineer, Department of Public Work,  
City of Milwaukee  
Scott Schmidt ..... Highway Commissioner/County Engineer,  
Washington County  
Denise Wandke ..... President and Managing Director,  
Milwaukee County Transit System  
Andrea Weddle-Henning ..... Director of Transportation Engineering,  
Department of Transportation, Milwaukee County  
William Wehrley ..... City Engineer, City of Wauwatosa

Non-Voting Members Present

Ben McKay, Secretary ..... Deputy Director,

Southeastern Wisconsin Regional Planning Commission

Karl Buck ..... Community Transportation Planner,  
Federal Highway Administration

Hans Higdon ..... Systems Planning Supervisor, Southeast Region,  
(Representing Roberto Gutierrez) Wisconsin Department of Transportation

Jefferson County Liaison Present

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

Guests and Staff Present

Emma Baumgartner ..... Operations Assistant, Village of Bayside

Jeremy Dandy ..... Engineering Technician, City of Mequon

Dan Erickson ..... City Engineer, City of Brookfield

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

Tom Hagie ..... Administrator, Town of Brookfield

Jason Herzog ..... Director of Public Works, City of Oconomowoc

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

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

Ethan Johnson ..... Senior Engineer,  
Southeastern Wisconsin Regional Planning Commission

Jeff Katz ..... City Engineer and Director of Neighborhood Services,  
City of Greenfield

Scott Kroger ..... Public Works and Development Director, City of Muskego

Glen Morrow ..... City Engineer, City of Franklin

Jason Nordberg ..... Community Planner, Federal Highway Administration

Frank Pritzlaff ..... Engineering Manager, Engineering Department,  
Racine County

Jeff Sponcia ..... Transportation Program Planning Manager,  
Department of Transportation, Milwaukee County

Matthew Sullivan ..... City Engineer, City of Oak Creek

David Tapia ..... Major Projects Manager,  
Department of Public Works, City of Milwaukee

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

Magdelene Wagner ..... Public Works Director/City Engineer, City of Pewaukee

**ROLL CALL**

The meeting was called to order at 10:33 a.m. by Ms. Brown-Martin, Chair of the Advisory Committee on Transportation System Planning and Programming for the Milwaukee Urbanized Area (Milwaukee TIP Committee). She welcomed all present and asked Committee members and Southeastern Wisconsin Regional Planning Commission (SEWRPC) staff to introduce themselves. Ms. Brown-Martin asked if anyone in attendance had any public comments. No comments were made.

**APPROVAL OF THE MINUTES OF THE MAY 22, 2023, MEETING**

Ms. Brown-Martin stated that the Milwaukee TIP Committee is being asked to consider approval of the minutes of the May 22, 2023, meeting. Ms. Brown-Martin asked if the Committee members had any suggested changes to the minutes, and upon hearing none, called for a motion to approve the minutes. Ms. Bussler made a motion to approve the minutes for the meeting held on May 22, 2023. The motion was seconded by Mr. Muhs, and the Committee unanimously approved the minutes.

## **DISCUSSION OF CHANGES TO THE MILWAUKEE URBANIZED AREA BASED ON THE 2020 U.S. CENSUS**

At the request of Ms. Brown-Martin, Mr. Hoel reviewed changes to the Milwaukee urbanized area based on the 2020 U.S. Census, as shown on a map provided to Committee members by email prior to the meeting.

[Secretary's Note: A map showing the 2010 and 2020 Census-defined Milwaukee urbanized areas can be accessed from the following link:  
<https://www.sewrpc.org/SEWRPCFiles/CommissionFiles/CommitteeFiles/2023/UA-MAP-2010and2020Census-DefinedMilwaukee.PDF>]

Mr. Hoel stated that the Federal Highway Administration (FHWA) uses Census-defined urbanized areas as a basis for distributing Federal highway funds, and that, for now, FHWA will use the 2010 Milwaukee adjusted urbanized area as the basis for allocating Surface Transportation Block Grant Program – Milwaukee Urbanized Area (STP-M) highway funds. Mr. Hoel stated that Commission staff will work with WisDOT staff and the Milwaukee TIP Committee this year to develop the 2020 Milwaukee adjusted urbanized area. Mr. Hoel noted that the 2020 Census-defined Milwaukee urban area is smaller than the 2010 Census-defined Milwaukee urban area—a reduction of about 15 percent by area and a reduction of about 5 percent by population. Mr. Hoel stated that as a result of this reduction, the Commission approved changes to the representation of the Milwaukee TIP Committee at their meeting held on June 14, 2023, including Ozaukee and Washington Counties sharing a membership on the Committee, increasing the number of members representing Milwaukee County south-shore communities from one to two, and having Greenfield be represented by the western Milwaukee County communities, along with Wauwatosa, West Allis, and West Milwaukee.

Following Mr. Hoel's review of the changes to the Milwaukee Census-defined urbanized area, the following comments and questions were raised by the Milwaukee TIP Committee:

1. Responding to an inquiry by Ms. Bussler, Mr. Hoel stated that Commission staff generally work to adjust the U.S. Census-defined Milwaukee urbanized area to avoid having arterials alternately in, out, and in the urbanized area. However, given that some funding, such as WisDOT's STP-Local Program, are only available to projects located outside of urbanized areas, Commission staff will also attempt to minimize the areas added to the Census-defined urbanized area. Mr. Hiebert noted that any additions to the Census-defined Milwaukee urbanized area will not increase the amount of STP funds

allocated to the urbanized area. Mr. Hiebert noted that STP-Local funds are available for projects on local and minor collector roads located outside of adjusted urbanized areas.

2. Ms. Bussler stated that a community's desire to be inside or outside of the Milwaukee adjusted urbanized area could be affected by the criteria the Milwaukee TIP Committee establishes for evaluating and prioritizing projects for STP-M funding. Mr. Muhs stated that communities within the Milwaukee adjusted urbanized area generally will face more competition for STP funds.

**REVIEW AND CONSIDERATION OF SEWRPC MEMORANDUM ENTITLED, "REVIEW OF THE PROCESS TO EVALUATE AND PRIORITIZE CANDIDATE PROJECTS FOR FEDERAL SURFACE TRANSPORTATION BLOCK GRANT PROGRAM—MILWAUKEE URBANIZED AREA (STP-M) FUNDING"**

At the request of Ms. Brown-Martin, Mr. Hoel reviewed the SEWRPC memorandum entitled, *Review of the Process to Evaluate and Prioritize Candidate Projects for Federal Surface Transportation Block Grant Program—Milwaukee Urbanized Area (STP-M) Funding*, which was provided to Committee members by email prior to the meeting.

[Secretary's Note: The SEWRPC memorandum can be accessed from the following link: [https://www.sewrpc.org/SEWRPCFiles/CommissionFiles/CommitteeFiles/2023/STP-M\\_PrioritizationProcessReviewMemo.PDF](https://www.sewrpc.org/SEWRPCFiles/CommissionFiles/CommitteeFiles/2023/STP-M_PrioritizationProcessReviewMemo.PDF)]

Mr. Hoel stated that the Milwaukee TIP Committee has asked Commission staff to work with the Committee to review and potentially revise the process for evaluating and prioritizing projects for years 2028-2029 STP-M funding that the Wisconsin Department of Transportation (WisDOT) currently is soliciting projects for. Mr. Hoel stated that Commission staff anticipate the Milwaukee TIP Committee may meet up to three times, as necessary, to review and discuss potential changes to the process.

Mr. Hoel stated that the current process was developed in 2013 and has been revised on three subsequent occasions. During Mr. Hoel's review of the current process, he noted that since the establishment of the process in 2013, a total of 61 county/community highway projects were recommended for about \$291.1 million in years 2015-2027 STP-M funding. This includes \$15.5 million in STP-M funding that was recommended for projects for smaller sponsors since establishing the sponsor set-aside in 2019. Mr. Hoel then described the characteristics of the projects that were recommended for STP-M funding, noting that priority has gone to projects with the worst pavement, highest use and function, and longest connectivity.

Following Mr. Hoel's review of the memorandum, Mr. Grisa stated that with only about 5 percent of the total lane miles in the Milwaukee urbanized area receiving STP-M funding over the last decade, it would take about 200 years for all the lane miles to receive STP-M funding.

**REVIEW AND CONSIDERATION OF MEMORANDUM ENTITLED, “SUMMARY OF CRITERIA UTILIZED BY OTHER METROPOLITAN PLANNING ORGANIZATIONS IN THEIR EVALUATION OF PROJECTS FOR FEDERAL HIGHWAY ADMINISTRATION SURFACE TRANSPORTATION BLOCK GRANT PROGRAM FUNDING”**

At the request of Ms. Brown-Martin, Mr. Hoel reviewed the SEWRPC memorandum entitled *Summary of Criteria Utilized by Other Metropolitan Planning Organizations in their Evaluation of Projects for Federal Highway Administration Surface Transportation Block Grant Program Funding*, which was provided to Committee members by email prior to the meeting.

[Secretary’s Note: The SEWRPC memorandum can be accessed from the following link:  
<https://www.sewrpc.org/SEWRPCFiles/CommissionFiles/CommitteeFiles/2023/MPO-STP-EvaluationCriteria.PDF>]

Mr. Hoel stated that the Milwaukee TIP Committee requested information related to criteria utilized by other Metropolitan Planning Organizations (MPOs) as part of the review and consideration of potential revisions to the STP-M project evaluation and prioritization process. He further stated that Commission staff prepared a summary of the STP evaluation and prioritization criteria utilized by seven other MPOs that serve urbanized areas both smaller and larger than, and are geographically close to, the Milwaukee urbanized area. Mr. Hoel noted that Table 1 of the memorandum shows a comparison of the processes utilized by the other MPOs and the Milwaukee TIP Committee, with criteria grouped into three categories—physical and operational criteria, desired outcome criteria, and other criteria. Mr. Hoel stated that Appendix A of the memorandum provides a summary of the specific STP evaluation and prioritization criteria utilized by the seven other MPOs.

The following questions or comments were made by Committee members following Mr. Hoel’s review of the memorandum:

1. Ms. Bussler asked if the other MPOs set aside STP funding for smaller communities. Mr. Johnson replied that none of the MPOs reviewed seem to have such a set-aside. However, he noted that it appears that the Kansas City MPO is considering adding a smaller sponsor-like set-aside to their process.
2. Ms. Bussler asked how the other MPOs address transit in their evaluation processes. Mr. Hoel replied that Commission staff will research this topic prior to the next Milwaukee TIP Committee meeting.

[Secretary’s note: Three of the MPO’s evaluated by Commission staff incorporated transit into their evaluation process—the Indianapolis MPO, the East-West Gateway Council of Governments, and the Des Moines MPO. Both the Indianapolis MPO and the East-West Gateway Council of Governments utilize criteria to evaluate transit type projects (including vehicle and other capital asset replacement and

transit expansion and improvement projects). For example, the Indianapolis MPO provides points to vehicle replacement projects based on the scope of the project (local, county, or areawide), the age and condition of the vehicles being replaced, and whether new vehicles would be low or no emission. The Des Moines MPO does not evaluate transit projects, but it provides points to projects on existing or planned transit routes and whether the project is located on the MPO's multimodal access map.]

## **DISCUSSION OF POTENTIAL CHANGES TO THE FHWA STP-M EVALUATION AND PRIORITIZATION PROCESS TO BE EVALUATED BY COMMISSION STAFF IDENTIFIED BY COMMITTEE MEMBERS AND SPONSORS**

At the request of Ms. Brown-Martin, Mr. Hoel reviewed the handout entitled, *Potential Changes to the FHWA STP-M Evaluation and Prioritization Process to be Evaluated by Commission Staff Identified by Committee Members and Sponsors*.

[Secretary's Note: The SEWRPC handout can be accessed from the following link:  
[https://www.sewrpc.org/SEWRPCFiles/Transportation/Files/tip/23-26\\_TIP/Potential\\_Changes\\_to\\_the\\_STP-M\\_Process.pdf](https://www.sewrpc.org/SEWRPCFiles/Transportation/Files/tip/23-26_TIP/Potential_Changes_to_the_STP-M_Process.pdf)]

Mr. Hoel reviewed eight potential changes to the STP-M evaluation and prioritization process to be assessed by Commission staff that were previously identified by Milwaukee TIP Committee members and project sponsors.

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

1. Mr. Grisa stated that the limited amount of STP-M funding allocated to the Milwaukee urbanized area is just "nibbling at the edges." As such, there are some eligible roadways in the urbanized area that will never receive STP-M funding. He stated that since transit projects are eligible for FTA Section 5307 funding, the Committee should reconsider allocating 10 percent of STP-M funding to transit capital projects. Mr. Grisa stated that since the Committee changed the STP-M evaluation and prioritization process, Milwaukee County communities have benefited more than Waukesha County communities in receiving projects. He said the Committee should think very carefully about adding additional evaluation criteria, and that having fewer criteria would be better. Mr. Grisa stated that, while he had originally suggested including safety criteria as part of the STP-M evaluation and prioritization process, he is now questioning the usefulness of including it in the process. He noted that based on communities being able to access other Federal funding sources for projects aimed at improving safety, housing, and bicycle and pedestrian modes, the Committee should limit the use of criteria related to these topics.

Mr. Edelbeck suggested promoting parity among the communities in the Milwaukee urbanized area by keeping a running total of STP-M funding awarded to the communities. He said every community should be awarded funding for a project at least

every 20 years. Ms. Bussler replied that FHWA has indicated that parity cannot be used as a primary criterion in evaluating and prioritizing projects for STP-M funding. Mr. Hiebert stated that FHWA did allow the utilization of the previous method incorporating a county/community's balance of allocated STP-M funding as a secondary criterion.

2. Responding to an inquiry by Ms. Bussler, Mr. Varnes responded that WisDOT still uses the local entitlement system balances to evaluate projects located outside of the urbanized areas.
3. Ms. Dejewski stated that, speaking on behalf of the smaller communities in the Milwaukee urbanized area, increasing the amount of funding set aside for these communities is very important.
4. Ms. Bussler noted that Federal Highway Safety Improvement Program (HSIP) funding has been stagnant, and she asked if additional HSIP funding may be available in the future. Mr. Varnes responded that HSIP funding is being used on fewer projects because intersection safety projects are becoming more expensive.
5. Ms. Bussler stated that the State budget includes funding for agricultural roads categorized as minor collectors, and she asked if communities in the Milwaukee urbanized area can access these funds. Mr. Varnes indicated that he would investigate this topic.

[Secretary's note: WisDOT is still working to develop the newly created Agricultural Road Improvement Program (ARIP) that was funded in the 2023-2025 State biennial budget and expects the solicitation for the program to occur in early 2024. As WisDOT is still reviewing the statutory eligibilities of the new program (§86.31(3o) Agricultural Road Improvements), it is not known at this time whether agricultural roadways in urbanized areas would be eligible for ARIP funds. However, it should be noted that WisDOT only functionally classifies minor collectors in rural areas. As such, there are no minor collectors classified in any of the urban areas, including the Milwaukee urbanized area.]

6. Ms. Weddle-Henning asked what happens to leftover funding from projects that are completed under budget, and she asked if this funding could be directed to smaller communities. Mr. Varnes replied that any potential leftover Federal funding would not be fully known until after the post-audit for the project is completed, which could take a few years following project completion. Mr. Hoel noted that in recent years that, due to project costs increasing, sponsors have had to overmatch the STP-M funding with local funds. Thus, utilizing all the Federal funding allocated to their project.
7. Responding to an inquiry by Mr. Muhs, Mr. Buck stated that the Justice40 initiative—which seeks to deliver 40 percent of the overall benefits of Federal investments in climate

and clean energy, including sustainable transportation, to disadvantaged communities— covers programs like the Congestion Mitigation and Air Quality Improvement (CMAQ) and Transportation Alternatives Program funding, it does not cover STP funding.

8. Mr. Edelbeck suggested combining TAP and STP-M funds for projects. He stated that TAP funding could be used for some project features (e.g., pedestrian bump-outs) while STP-M funds could be used strictly for roadway improvements. Mr. Varnes stated that project sponsors can combine TAP and STP-M funding in this fashion, but that timing of the TAP and STP-M funding may be an issue. He noted that combining TAP and Congestion Mitigation and Air Quality (CMAQ) Improvement program funding can be problematic. Mr. Hiebert stated that Commission staff have thought about the benefits of syncing up the applications for the various Federal funding programs.
9. Ms. Weddle-Henning thanked WisDOT for its Federal funding program management efforts.

## **ADJOURNMENT**

There being no further business coming before the Milwaukee TIP Committee, the meeting was adjourned at 11:56 a.m. on a motion from Ms. Weddle-Henning, a second from Ms. Bussler, and a unanimous vote to adjourn by the Committee.

Respectfully Submitted,

Benjamin R. McKay  
Secretary