

# SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

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## STAFF MEMORANDUM

TO: Members of the Advisory Committee on Transportation System Planning and Programming for the Milwaukee Urbanized Area

FROM: Southeastern Wisconsin Regional Planning Commission Staff

DATE: February 28, 2024

**SUBJECT: EVALUATION AND PRIORITIZATION OF CANDIDATE PROJECTS FOR YEARS 2027-2028 TRANSPORTATION ALTERNATIVES PROGRAM - MILWAUKEE URBANIZED AREA (TAP-MUA) FUNDING AND RECOMMENDATION OF CANDIDATE PROEJCTS**

Last fall, the Wisconsin Department of Transportation (WisDOT) solicited project applications for years 2027-2028<sup>1</sup> Federal Highway Administration (FHWA) Transportation Alternatives Program – Milwaukee Urbanized Area (TAP-MUA)<sup>2</sup> funding, with project applications due October 27, 2023. Ten candidate projects were submitted, requesting a total of \$9,961,905 in years 2027-2028 TAP funding (see Table 1). WisDOT has indicated that \$5,968,071 in TAP-MUA funding is available for State fiscal years 2027 through 2028. The Commission—working with local officials through this Advisory Committee—is responsible for prioritizing the 10 candidate projects from the Milwaukee urbanized area and selecting the projects that will receive TAP-MUA funding. Commission staff has worked with the Milwaukee TIP Committee on six previous occasions to prioritize and recommend projects for years 2015-2026 TAP-MUA funding, including the special solicitation by WisDOT for projects to receive additional years 2023-2026 TAP-MUA funding from the Bipartisan Infrastructure Law (BIL). Tables 2 and 3 show the total amount of years 2015-2026 TAP-MUA funding previously recommended by the Milwaukee TIP Committee, organized by project sponsor and type of project, respectively.

<sup>1</sup> WisDOT generally describes each funding cycle based on all of the years that projects would be utilizing funds from the cycle, usually five years for TAP funding. For example, WisDOT would describe the current funding cycle as including the years 2022-2026. However, the Commission staff has generally referred to each TAP-MUA funding cycle based on the years that represent new funding—typically 2 years, but sometimes more. The STP-M funds from the two new years generally fund the construction of the new recommended projects, with the earlier years serving to fund preliminary engineering and right-of-way acquisition.

<sup>2</sup> TAP funding is available to eligible transportation enhancement projects, recreational trail projects, safe routes to school projects, and projects involving the construction of roadways within former Interstate System routes or other divided highways. Further information on the eligibility requirements for, and other details on, TAP funding is documented in guidelines developed by the Wisconsin Department of Transportation (WisDOT) for the program, which can be accessed from WisDOT's website: <https://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/aid/tap.aspx>

**Table 1**  
**Candidate Projects for FFY 2027-2028 TAP-MUA Funding**

Sponsor	Project Description	Local Priority	Project Type	Amount of Federal Funds Requested			
				Planning/ SRTS	Design	Construction	Total
<b>City of Franklin</b>	Construction of off-street path along W. Puetz Road from S. 76th Street to W. St Martins Rd	1	Bike/Ped		\$272,000	\$1,488,000	\$1,760,000
<b>Village of Lannon</b>	Development of a Village pedestrian and bicycle safety and safe routes to school plan	1	Plan/Guide	\$100,000			\$100,000
	Joeck's Park Path Improvements, Joeck's Park and Lannon Road	2	Off-Street Trail		\$115,520	\$488,136	\$603,656
	Main St Path Extensions, Main St. from Custer Lane to Eagle Pass; Overstone Dr. to Joeck's Park	3	Bike/Ped		\$224,000	\$1,020,064	\$1,244,064
<b>Milwaukee County</b>	Replacement of bridges connect Oak Leaf Trail and span over IH 43-N-S Freeway and Port Washington Road in the City of Glendale	1	Replacement		\$308,480	\$2,158,643	\$2,467,123
<b>City of Milwaukee</b>	Construction of protected bike lane along N Plankinton Ave from W Michigan St to the Menomonee River Bridge, S 2nd St from the Menomonee River Bridge to W Maple St, and W Maple St. from S 2nd St to S 1st St	4	Bike/Ped		\$322,995	\$1,484,690	\$1,807,685
	Development of a Protected Bikeway Strategy for the City of Milwaukee	5	Plan/Guide	\$352,000			\$352,000
<b>Milwaukee Public Schools</b>	Milwaukee Public Schools Safe Routes to School Program	1	SRTS Plan/Program	\$486,400			\$486,400
<b>Waukesha County</b>	New Berlin Trail Rehabilitation from Lincoln Avenue to Springdale Road	1	Replacement		\$132,000	\$511,377	\$643,377
<b>Village of Whitefish Bay</b>	School Zone Safety Improvements within the Village of Whitefish Bay	1	SRTS - Infrastructure		\$61,600	\$436,000	\$497,600
<b>TOTAL</b>				<b>\$938,400</b>	<b>\$1,436,595</b>	<b>\$7,586,910</b>	<b>\$9,961,905</b>

Notes: 1.) \$5,968,071 in years 2027-2028 Transportation Alternatives Program - Milwaukee Urbanized Area funding is available to new projects.

2.) This table does not include the City of Milwaukee's proposed projects to construct protected bike lanes along portions of W. Locust Street, N. Teutonia Avenue, and W./E. Center Street (requesting \$1,825,855), to procure E-bikes and stations for the Bublr Bike Share (requesting \$1,754,956), and to construct protected bike lanes along portions of N. Sherman Boulevard and W. Lisbon Avenue (requesting \$1,844,067), as they have been preliminarily recommended for 2027-2028 Federal Congestion Mitigation and Air-Quality Improvement Program (CMAQ) funds by WisDOT, WDNR, and Commission staffs.

**Table 2**  
**Total TAP-MUA Approved for Each Sponsor: Fiscal Years 2015-2026**

<b>County</b>	<b>Project Sponsor</b>	<b>Federal Funds Requested</b>	<b>Percent of Total</b>	<b>Number</b>	<b>Percent of Total</b>
<b>Milwaukee</b>	Milwaukee County	9,511,901	32.2	11	23.4
	Village of Bayside	64,000	0.2	1	2.1
	Village of Fox Point	168,773	0.6	1	2.1
	City of Milwaukee	10,413,008	35.2	18	38.3
	Milwaukee Public Schools	1,110,384	3.8	3	6.4
	City of Oak Creek	48,000	0.2	1	2.1
	Village of Shorewood	398,608	1.3	1	2.1
	City of Wauwatosa	2,700,846	9.1	3	6.4
	Wauwatosa School District	50,676	0.2	1	2.1
	City of West Allis	399,360	1.4	1	2.1
	Village of Whitefish Bay	96,000	0.3	1	2.1
	Wisconsin Bike Fed <sup>a</sup>	344,960	1.2	1	2.1
		<b>Subtotal</b>	25,306,516	85.6	41
<b>Ozaukee</b>	Ozaukee County	1,436,712	4.9	2	4.3
	City of Mequon	1,052,000	3.6	2	4.3
	City of Port Washington	60,000	0.2	1	2.1
		<b>Subtotal</b>	2,548,712	8.6	5
<b>Waukesha</b>	Waukesha County	1,696,000	5.7	1	2.1
	<b>Total</b>	29,551,228	100.0	47	100.0

<sup>a</sup> Project approved for TAP-MUA funding by this sponsor involved a Milwaukee County-wide safe routes to school program.

**Table 3**  
**Total TAP-MUA Funding Approved by Project Type: Fiscal Years 2015-2026**

<b>Type</b>	<b>Federal Funds Requested</b>	<b>Percent of Total</b>	<b>Number</b>	<b>Percent of Total</b>
Bike/Ped <sup>a</sup>	8,530,761	30.0	8	17.4
Off-Street Trail	5,884,347	20.7	5	10.9
Bike Share	1,672,746	5.9	4	8.7
Pedestrian Improvements	1,282,173	4.5	4	8.7
Bike Boulevard	638,400	2.2	1	2.2
Replacement <sup>b</sup>	6,455,627	22.7	6	13.0
Plan/Guide	1,579,200	5.6	10	21.7
SRTS-Plan/Program	1,808,420	6.4	7	15.2
SRTS-Infrastructure	595,846	2.1	1	2.2
Other <sup>c</sup>	1,103,708	3.9	3	6.5
<b>Total</b>	<b>28,447,520</b>	<b>100.0</b>	<b>46</b>	<b>100.0</b>

<sup>a</sup> Includes on-street bicycle/pedestrian accommodations within the roadway right-of-way—both within and adjacent to the roadway surface.

<sup>b</sup> Includes projects involving the reconstruction or replacement of existing bicycle accommodation.

<sup>c</sup> Includes other non-traditional bicycle/pedestrian projects, such as a bike facility mapping application, bike parking, and bridge plating projects.

WisDOT has indicated that there may be additional Federal Fiscal Year (FFY) 2024 TAP funding for projects statewide due to a higher-than-typical annual redistribution of Federal funding potentially allocated to the State from the FHWA, commonly called the August Redistribution. However, under Federal law, August Redistribution funds must be obligated by the end of the current FFY (September 30, 2024). As a result, eligible TAP projects could include construction projects with completed or nearly completed environmental study and final design and that can be let no later than October 2024, along with potentially, the preliminary engineering of construction projects, planning-related projects, and safe routes to school programs. Should the use of the August Redistribution funding on projects previously selected for TAP-MUA funding or for projects recommended for funding under the current funding cycle make TAP funding available for additional projects, projects not selected to receive 2027-2028 TAP-MUA funding will be prioritized for this potential additional funding. WisDOT has indicated that they will be providing more details related to use of August Redistribution funds for TAP projects in the coming weeks.

### **PROPOSED MILWAUKEE URBANIZED AREA PROJECT PRIORITIZATION AND SELECTION**

The following are Commission staff recommended considerations in the project prioritization and selection process for the Milwaukee urbanized area:

- The submitted projects are collectively requesting \$9,961,905, which is significantly more than the \$5,968,071 of years 2027-2028 TAP-MUA funding that is available).
- While the projects are very different, they can be broken into two main categories—non-infrastructure projects (municipal-/county-wide plans and safe routes to school programs) and infrastructure projects (on-street bicycle enhancements, paved shoulders, and pedestrian improvements). Non-infrastructure projects and infrastructure projects represent \$938,400 and \$9,023,505 in requested years 2027-2028 TAP-MUA funding, respectively.

Therefore, the Commission staff would propose the following process for project prioritization and selection:

- Since non-infrastructure projects can be obligated by the end of the current FFY, the following three non-infrastructure projects in the current funding cycle would be initially recommended to receive \$938,400 of the available \$5,968,071 in years 2027-2028 TAP-MUA funding:
  - Milwaukee Public School’s proposed Safe Routes to School K-12 Education and Encouragement program (\$486,400);
  - City of Milwaukee’s proposed Protected Bikeway Strategy (\$352,000); and
  - Village of Lannon’s proposed Village wide Pedestrian and SRTS Plan (\$100,000).

The 15.7 percent of funds initially recommended for the candidate non-infrastructure projects is slightly higher, but consistent with the 12.0 percent previously approved for such projects by the Milwaukee TIP Committee.

- For the remaining \$5,029,671 in available years 2027-2028 TAP-MUA funding, the seven infrastructure projects (requesting \$9,023,505 in TAP-MUA funding) would be evaluated utilizing a simple scoring procedure that would give priority to projects with the highest level of

accommodation, highest level of implementation (new/improvement projects over rehabilitation projects), greatest extent of implementation, and greatest number of pedestrian/bicycle crashes experienced (either along the project itself or on adjacent facilities).

Table 4 provides details of how each of these priorities are applied in the evaluation and scoring of the seven infrastructure projects. For the criterion related to providing up to one point to projects serving concentrations of minority populations and low-income populations, Maps 1 and 2 show the location of the seven infrastructure projects in comparison to the concentrations of the two population groups.

Table 5 shows the results of the application of the scoring procedures developed for evaluating the seven infrastructure projects. The infrastructure projects were then ranked based on their project score, as shown on Table 6. In cases where two or more projects receive the same score, the project with the lower overall cost was prioritized.

Based on the results of applying the proposed scoring procedure to the seven infrastructure projects, four projects requesting \$4,708,662 in TAP-MUA funding would essentially utilize the remaining \$5,029,671 of available TAP-MUA funding. The following three projects are recommended to receive this TAP-MUA funding:

- City of Milwaukee's proposed construction of a protected bike lane along N. Plankinton Ave from W. Michigan St to the Menomonee River Bridge, S. 2<sup>nd</sup> St from the Menomonee River Bridge to W. Maple St, and W. Maple St from S 2<sup>nd</sup> St to S 1<sup>st</sup> St (\$1,807,685);
- City of Franklin 's proposed construction of an off-street path along W Puetz Rd from S 76<sup>th</sup> St to W St. Martins Rd (\$1,760,000);
- Village of Whitefish Bay's proposed School Zone Safety Improvement project (\$497,600); and
- Waukesha County's proposed rehabilitation of the New Berlin Trail from Lincoln Avenue to Springdale Road (\$643,377).

Based on the proposed process for evaluating and prioritizing the candidate projects for TAP funding, seven projects are initially recommended for \$5,647,062, as shown on Table 7, which includes \$1,726,995 in non-infrastructure projects and preliminary engineering costs that have the potential to be obligated in FFY 2024.

As previously noted, WisDOT has indicated that there is the potential that there may be additional funds available in the current FFY beyond the years 2027-2028 TAP funding allocated to the Milwaukee urbanized area from the August Redistribution. In addition, there may be projects approved for TAP-MUA funding that are delayed or deferred. As such, there may be an opportunity that additional years 2027-2028 TAP funding would be available to projects in the Milwaukee urbanized area. The Commission staff would propose the following prioritization of remaining projects in the Milwaukee urbanized area should such funding become available:

- 1<sup>st</sup> Priority – Village of Lannon's proposed improvements to Joeck's Park and Path as well as Lannon Road (\$603,656);

**Table 4**  
**Scoring Procedures for Infrastructure Projects for Years 2027-2028 TAP-MUA**

Points Received	Level of Implementation <sup>a</sup>	Extent of Project <sup>b</sup>		Number of Bicycle/Pedestrian Crashes (2018-2022) <sup>c</sup>	Delivery of Benefits <sup>d</sup>	Serving Concentrations of Minority or Low-Income Populations <sup>e</sup>
		Length of Project (mi)	Number of Locations			
4	Off-Street Bicycle/Pedestrian Path	>2.4	>12	>15	New Construction	
3	Arterial Accommodations -Enhanced	1.7-2.4	9-12	11-15	Improvement of Existing Facilities	
2	Arterial Accommodations - Conventional	0.8-1.6	5-8	6-10	Rehabilitation/ Replacement of Existing Facilities	
1	Non-Arterial Connection Accommodations <sup>f</sup>	<0.8	1-4	1-5		Within a concentrated area
0	Other Non-Arterial Accommodations			0		Not within a concentrated area
+1 Point				At least one fatality or serious injury		

<sup>a</sup> Points for this criterion are given based on the level of bicycle/pedestrian accommodation proposed to be provided by the candidate project. Under this criterion, projects providing an off-street bicycle path in a separate right-of-way are prioritized over projects within a roadway right-of-way as the former are generally stand-alone projects and are more difficult to implement without additional funding (as opposed to projects within a roadway right-of-way that could be implemented as part of roadway rehabilitation or reconstruction project). With respect to projects along roadways, projects on a higher functional class roadway are prioritized over lower functional class roadways. Additionally, projects that implement enhanced bicycle/pedestrian measures (for example, separated/buffered bike lanes, pedestrian bump-outs/medians, and bicycle/pedestrian signals) are prioritized over projects that implement conventional accommodations.

<sup>b</sup> Points for this criterion are given based on the length of the project or the number of locations, with projects providing the longest length or highest number of locations being prioritized.

<sup>c</sup> Points for this criterion are given based on the number of crashes involving a bicycle or pedestrian that occurred within the project limits (or on adjacent parallel arterial roadways for off-street projects) in the years 2018 through 2022. Under this criterion, priority is given to the projects with the highest number of such crashes. In addition, if at least one of the crashes that occurred involved a fatality or serious injury, 1 point was given to the project. Details of the pedestrian/bicycle crashes in proximity of the projects are reviewed and crashes that would not have the potential to be impacted by the proposed project are not included.

<sup>d</sup> Points for this criterion are given based on whether the project represents construction of a new bicycle/pedestrian infrastructure, an improvement to an existing bicycle/pedestrian infrastructure to improve system operation (including widening of 2 or more feet, rerouting/relocation, and provision of improved safety enhancements), or rehabilitation/replacement of existing bicycle/pedestrian infrastructure (including resurfacing and reconstruction).

<sup>e</sup> A point is given for this criterion based on whether a portion of the project is located in a concentration of either minority populations or families in poverty, as shown on Maps 1 and 2 of this memorandum.

<sup>f</sup> Includes projects identified on the regional bicycle network as non-arterial connections between planned off-street bicycle/pedestrian paths.



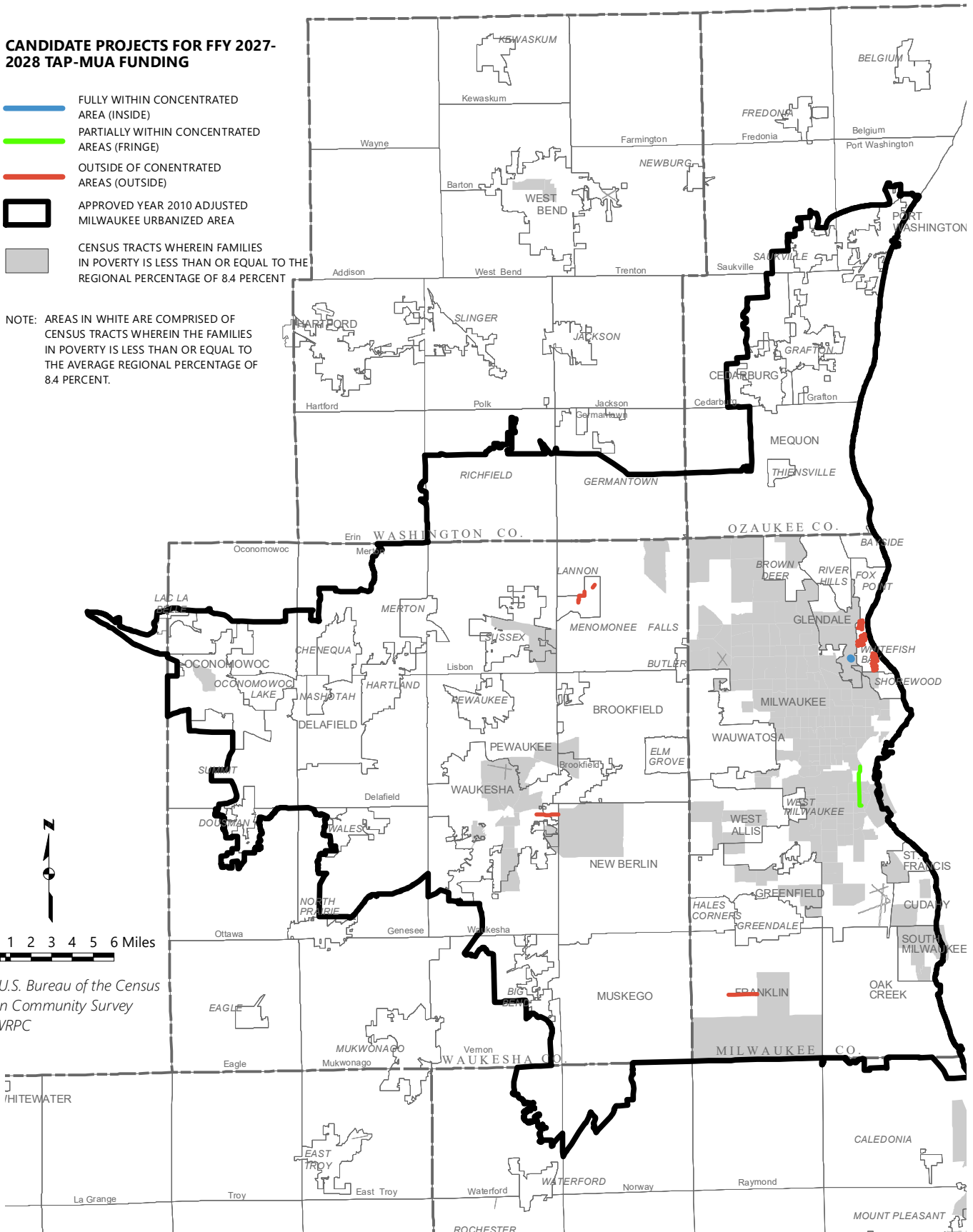


**Map 2**  
**Comparison of Candidate Projects for FFY 2027-2028 TAP-MUA Funding to**  
**Location of Concentrations of Families in Poverty within Southeastern Wisconsin (2017-2021)**

**CANDIDATE PROJECTS FOR FFY 2027-2028 TAP-MUA FUNDING**

- FULLY WITHIN CONCENTRATED AREA (INSIDE)
- PARTIALLY WITHIN CONCENTRATED AREAS (FRINGE)
- OUTSIDE OF CONCENTRATED AREAS (OUTSIDE)
- APPROVED YEAR 2010 ADJUSTED MILWAUKEE URBANIZED AREA
- CENSUS TRACTS WHEREIN FAMILIES IN POVERTY IS LESS THAN OR EQUAL TO THE REGIONAL PERCENTAGE OF 8.4 PERCENT

NOTE: AREAS IN WHITE ARE COMPRISED OF CENSUS TRACTS WHEREIN THE FAMILIES IN POVERTY IS LESS THAN OR EQUAL TO THE AVERAGE REGIONAL PERCENTAGE OF 8.4 PERCENT.



Source: U.S. Bureau of the Census American Community Survey and SEWRPC

**Table 5**

**Evaluation of Candidate Infrastructure Projects for FFY 2027-2028 TAP-MUA Funding**

Sponsor	Project Description	Level of Implementation		Extent of Project		Bicycle/Pedestrian Crashes		Delivery of Benefits		Serving Concentrations of Minority/Low-Income Populations		Total Points
		Type	Points	Length (mi.) / Locations (#)	Points	Number	Points	Type	Points	Location Type	Points	
<b>City of Franklin</b>	Construction of off-street path along W. Puetz Road from S. 76th Street to W. St Martins Rd	Off-Street Bicycle/Pedestrian Path	4	1.3 mi.	2	0	0	New Construction	4	Not within a concentrated area	0	10
<b>Village of Lannon</b>	Joeck's Park Path Improvements, Joeck's Park and Lannon Road	Arterial Accomodations	3	0.15 mi	1	0	0	New Construction	4	Not within a concentrated	0	8
	Main St Path Extensions, Main St. from Custer Lane to Eagle Pass; Overstone Dr. to Joeck's Park	Arterial Accomodations - Enhanced	3	0.73 mi	1	0	0	New Construction	4	Not within a concentrated area	0	8
<b>Milwaukee County</b>	Replacement of bridges connect Oak Leaf Trail and span over IH 43-N-S Freeway and Port Washington Road in the City of Glendale	Off-Street Bicycle/Pedestrian Path	4	2 Bridges	1	0	0	Rehabilitation/Replacement of Existing Facilities	2	Within a concentrated area	1	8
<b>City of Milwaukee</b>	Construction of protected bike lane along N Plankinton Ave from W Michigan St to the Menomonee River Bridge, S 2nd St from the Menomonee River Bridge to W Maple St, and W Maple St. from S 2nd St to S 1st St	Arterial Accomodations - Enhanced	3	1.9 mi.	3	6 Tot (0 Fat./S.I.)	2	New Construction	4	Within a concentrated area	1	13
<b>Waukesha County</b>	New Berlin Trail Rehabilitation from Lincoln Avenue to Springdale Road	Off-Street Bicycle/Pedestrian Path	4	1.0 mi.	2	2 Tot (0 Fat./S.I.)	1	Rehabilitation/Replacement of Existing	2	Not within a concentrated area	0	9
<b>Village of Whitefish Bay</b>	School Zone Safety Improvements within the Village of Whitefish Bay	Other Non-Arterial Accomodations	0	34 Intersections	4	5 Tot (0 Fat./S.I.)	1	New Construction	4	Not within a concentrated area	0	9

*Note: For the bicycle/pedestrian crashes: Tot. = number of total pedesrtian/bicycle crashes, Fat./S.I. = number of fatalities or serious injuries.*

**Table 6**  
**Ranking of Candidate Infrastructure Projects for 2027-2028 TAP-MUA Funding**  
**Based on Application of the Evaluation Criteria**

<b>Sponsor</b>	<b>Project Title</b>	<b>Local Priority</b>	<b>Total Points</b>	<b>Total Requested Federal Funds</b>	<b>Total Cumulative Requested Federal Funds</b>
City of Milwaukee	Construction of protected bike lane along N Plankinton Ave from W Michigan St to the Menomonee River Bridge, S 2nd St from the Menomonee River Bridge to W Maple St, and W Maple St. from S 2nd St to S 1st St	4	13	\$1,807,685	\$1,807,685
City of Franklin	Construction of off-street path along W. Puetz Road from S. 76th Street to W. St Martins Rd	1	10	\$1,760,000	\$3,567,685
Village of Whitefish Bay	School Zone Safety Improvements within the Village of Whitefish Bay	1	9	\$497,600	\$4,065,285
Waukesha County	New Berlin Trail Rehabilitation from Lincoln Avenue to Springdale Road	1	9	\$643,377	\$4,708,662
Village of Lannon	Joeck's Park Path Improvements, Joeck's Park and Lannon Road	2	8	\$603,656	\$5,312,318
Village of Lannon	Main St Path Extensions, Main St. from Custer Lane to Eagle Pass; Overstone Dr. to Joeck's Park	3	8	\$1,244,064	\$6,556,382
Milwaukee County	Replacement of bridges connect Oak Leaf Trail and span over IH 43-N-S Freeway and Port Washington Road in the City of Glendale	1	8	\$2,467,123	\$9,023,505

*Note: The red line represents the cut-off line for funding based on the available \$5,029,671 in TAP-MUA for the infrastructure projects.*

- 2<sup>nd</sup> Priority – Village of Lannon’s proposed extensions to off-street path along Main St from Custer Ln to Eagle Pass and Overstone Dr to Joeck’s Park (\$1,244,064); and
- 3<sup>rd</sup> Priority – Milwaukee County’s proposed replacement of Oak Leaf Trail bridges that span over I-43 and Port Washington Rd (\$2,467,123).

Should additional funding become available, Commission staff would work with WisDOT staff and the prioritized sponsors to utilize the funding. The Commission staff would seek approval for the use of such funds by the Milwaukee TIP Committee through the TIP amendment process.

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