

**Minutes**  
**BROWN COUNTY PLANNING COMMISSION BOARD OF DIRECTORS**  
**TRANSPORTATION SUBCOMMITTEE**  
**Monday, September 18, 2017**  
**Green Bay Metro Transportation Center**  
**901 University Avenue**  
**Green Bay, Wisconsin**  
**10:00 a.m.**

**ROLL CALL:**

***(Voting)***

Craig Berndt	<u>x</u>	Doug Martin (Chair)	<u>Exc.</u>
Dave Betts	<u>x</u>	Tom Miller	<u>      </u>
Dan Drewery	<u>x</u>	Rebecca Nyberg	<u>x</u>
Geoff Farr	<u>x</u>	Eric Rakers	<u>x</u>
Steve Grenier	<u>x</u>	Brandon Robinson	<u>Exc.</u>
Ed Kazik	<u>Exc.</u>	Nick Uitenbroek (Vice-Chair)	<u>x</u>
Patty Kiewiz	<u>x</u>	Derek Weyer	<u>x</u>
Tom Klimek	<u>Exc.</u>	Vacant – Oneida Nation	

***(Non-voting)***

Mary Forlenza (FHWA – Madison)	<u>      </u>
Diane Paoni (WisDOT – Madison)	<u>      </u>
William Wheeler (FTA Region 5)	<u>      </u>

**Others Present:** Sandy Carpenter, Lisa J. Conard, Cole Runge, Ker Vang, and Devin Yoder

Vice Chair Uitenbroek opened the meeting at 10:00 a.m.

**ORDER OF BUSINESS:**

1. Introduction of Bellevue Public Works Director Dave Betts.

Dave Betts was introduced.

2. Approval of the April 17, 2017 Transportation Subcommittee meeting minutes.

A motion was made by S. Grenier, seconded by P. Kiewiz, to approve the April 17, 2017 Transportation Subcommittee meeting minutes. Motion carried.

3. Recommendation to the BCPC Board of Directors regarding the Draft 2018 Transportation Planning Work Program.

C. Runge provided detail on the significant planning issues for 2018.

**Transportation Management Area (TMA) Planning Certification Review**

The primary purpose of a certification review is to formalize the continuing oversight and day-to-day evaluation of the planning process. The certification review process ensures that the planning requirements of 23 U.S.C. 134 and 49 U.S.C. 5303 are being satisfactorily implemented. In a broader sense, the certification review process is an opportunity to provide advice and guidance to a Transportation Management Area (an urbanized area with a population over 200,000) for enhancing the planning process and improving the quality of transportation investment decisions.

Because the Green Bay Urbanized Area exceeded 200,000 people following the 2010 US Census, the Green Bay MPO had its first Planning Certification Review in the summer of 2014. This review

was conducted by representatives of the Federal Highway Administration, Federal Transit Administration, and Wisconsin Department of Transportation, and the topics addressed included:

- Planning Organization
- Metropolitan Planning Area Boundary
- Agreements and Contracts
- Transportation Planning Work Program
- Transportation Planning Process
- Long-Range Transportation Plan Development
- Financial Planning
- TIP Development and Project Selection
- Public Outreach
- Self-Certifications
- Title VI and Related Requirements
- Congestion Management Process (CMP)
- List of Obligated Projects
- Environmental Mitigation
- Consultation and Coordination
- Management and Operations Considerations
- Transportation Safety Planning
- Security in the Planning Process
- Integrating Freight in the Transportation Planning Process
- Visualization Techniques
- Land Use and Livability

The 2014 review also included a public open house meeting and a presentation to the BCPC Board of Directors (MPO Policy Board) regarding the purpose of and topics addressed during the review.

The Green Bay MPO's second Planning Certification Review will be held in the summer or fall of 2018, and this review will follow the same process and address the same topics as the 2014 review. The results of this review will be compiled in a report by the federal and state agencies, and the report will be made available for review by the BCPC Transportation Subcommittee (MPO TAC), BCPC Board of Directors, and the public.

#### **MPO Long-Range Transportation Plan Performance Measures Implementation**

The MPO's 2045 Long-Range Transportation Plan that was adopted by the Brown County Planning Commission Board of Directors (MPO Policy Board) on October 7, 2015, includes a list of transportation system performance measures. These measures address:

- Transportation Structures and Pavement Condition.
- Transportation Safety.
- Highway and Street Operation, Safety, and Accessibility.
- Bicycle and Pedestrian Facilities.
- Public Transportation.
- Transportation Services for Seniors and People with Disabilities.
- Freight Transportation.

In 2018, MPO staff will continue to work to achieve the performance measures' goals and objectives by promoting the implementation of the strategies identified in the Long-Range Transportation Plan. Staff will also monitor progress toward the achievement of the goals and objectives through the continued development of an annual transportation system performance measures report.

#### **Development of State and MPO Transportation System Performance Targets**

MAP-21 and the FAST Act require states and MPOs to establish performance targets for the following transportation system performance measures:

- Pavement condition on the interstate system and the remainder of the National Highway System (NHS).
- Performance of the interstate system and the remainder of the NHS.
- Bridge condition on the NHS.
- Fatalities and serious injuries – both the number and rate per vehicle mile traveled – on all public roads.
- Traffic congestion.
- On-road mobile source emissions.
- Freight movement on the interstate system.

The state performance targets must be established within one year of the US Department of Transportation's final rule on the performance measures, and states must coordinate with MPOs when establishing their performance targets.

After the state's performance targets were established by WisDOT at the end of August of 2017, Wisconsin's MPOs had 180 days to establish their own performance targets for the applicable transportation system performance measures. To ensure consistency with the performance targets established by the state, the MPOs coordinated with WisDOT to establish their performance targets.

In 2017, the Green Bay MPO coordinated with WisDOT and other stakeholders to begin the process of establishing the MPO's performance targets. These targets will be completed and presented to the BCPC Board of Directors for approval by February of 2018.

#### **2019-2023 Transit Development Plan (TDP)**

In 2013, MPO staff worked with the Green Bay Transit Commission, Green Bay Metro staff, and an advisory committee to develop a Transit Development Plan (TDP) that recommends policies the transit system should implement by the end of 2018. The 2014-2018 TDP also contains a long-range element that analyzes recent trends and preferences and recommends strategies for improving ridership.

Because the TDP will expire at the end of 2018, MPO staff will work with Metro representatives in 2018 to develop a new five-year TDP that addresses existing route deficiencies, paratransit service options, possible new fixed route service alternatives, and other transit issues. The 2019-2023 TDP will also have a long-range element that addresses how transit can become the mode of choice for people who do not rely on the bus as their primary mode of transportation.

#### **Section 85.21 Specialized Transportation Assistance Program Administration**

The Aging and Disability Resource Center (ADRC) of Brown County has administered the State Specialized Transportation Assistance Program for Counties (State Stat. 85.21) on behalf of Brown County since the Brown County Board of Supervisors approved this arrangement in 1993. But beginning in 2018, the ADRC of Brown County and the six other non-profit aging units in Wisconsin that administer the Section 85.21 Program for their counties will no longer be able to administer this program. The state informed the non-profit aging units that this will no longer be acceptable because the Section 85.21 Program must be administered by a county department.

Brown County received \$535,792 from the Section 85.21 Program in 2017, and this money was distributed to Curative Connections and other local organizations to transport seniors and people with disabilities to jobs, medical appointments, meal sites, and other important destinations in the county's urban and rural areas. In a typical year, more than 60,000 rides are provided to seniors and people with disabilities through this transportation program.

The county's Planning and Land Services (PALS) Department is the most appropriate county department to assume responsibility for administering the county's Section 85.21 Program because the PALS Department is the host agency for the Green Bay MPO. Green Bay MPO staff currently administers a similar transportation program (the federal Section 5310 Program)

and has developed many plans and studies that have been used to determine the most cost-effective use of the county's Section 85.21 Program funds for many years.

In 2018, MPO staff will work to ensure that the county's Section 85.21 funds are distributed to the approved recipients. MPO staff will also develop the Brown County Section 85.21 Program Plan for 2019. After the draft 2019 Program Plan is prepared, staff will hold a public hearing on the draft plan, present the draft plan and public hearing comments to the Brown County Transportation Coordinating Committee (TCC), and request final approval of the 2019 plan from the Brown County Planning Commission Board of Directors.

#### **Development of a Stormwater Management Criterion for the MPO's STBG Project Prioritization Process**

For many years, federal transportation legislation has identified planning factors that must be considered by MPOs when developing transportation plans and programs. When the federal Fixing America's Surface Transportation (FAST) Act was enacted in December of 2015, a planning factor was added that addresses the reduction or mitigation of stormwater runoff impacts associated with streets and other surface transportation facilities.

The MPO's current STBG Project Prioritization Process was approved by the BCPC Board of Directors in May of 2015. This process does not consider stormwater runoff from streets and other surface transportation facilities, and no points are currently awarded to proposed STBG projects for including techniques that minimize negative stormwater runoff impacts. This MPO work activity will result in the development of a stormwater runoff criterion that can be incorporated into the MPO's STBG project selection process beginning with the 2019-2023 Transportation Improvement Program (TIP).

#### **Environmental Impact Statement (EIS) for Transportation Improvements in the Southern Portion of the Green Bay Metropolitan Area (Non-MPO Activity)**

C. Runge emphasized that this is a non-MPO funded activity.

In 2017, MPO staff continued to develop an EIS and Interstate Access Justification Report (IAJR) to identify a preferred location alternative for the Southern Bridge and connecting arterial street system. The tasks completed in 2017 included working with a consultant on a traffic analysis and several design concepts to determine if a new interchange can be added to I-41 south of Scheuring Road, facilitating lead agencies meetings with representatives of WisDOT, and providing project status reports to the BCPC Board of Directors, participating communities, and other entities.

In 2018, staff will continue to work with WisDOT, FHWA, Brown County's Public Works Department, communities, and the public to develop the EIS and IAJR.

E. Rakers noted that he was concerned about adding a new stormwater management criterion to the STBG ranking system, noting that project recipients deal directly with the Wisconsin Department of Natural Resources on stormwater management.

C. Runge stated that staff plans to coordinate with the Transportation Subcommittee to develop this criterion and the number of points associated with the criterion.

E. Rakers stated that he is very concerned that the MPO will not be able to attain its transportation system performance targets because of WisDOT's recent decision to postpone or cancel road improvement projects in De Pere and elsewhere in the metropolitan area.

A motion was made by N. Uitenbroek, seconded by S. Grenier, to recommend approval of the Draft 2018 Transportation Planning Work Program to the BCPC Board of Directors. Motion carried.

4. Recommendation to the BCPC Board of Directors regarding the Draft 2018-2022 Transportation Improvement Program (TIP) for the Green Bay Urbanized Area.

L. Conard presented an overview of the TIP and STBG funding options. L. Conard noted that the new estimate of STBG funding available is \$5,218,855 for the years 2018-2022.

L. Conard noted that the Transportation Subcommittee, as well as the Brown County Planning Commission Board of Directors, identified the Gray Street (Green Bay) project as the #1 unfunded project. In addition, any project previously approved and not receiving the 80% federal maximum should be granted additional funding if available. Both the Vanderperren Way (Brown County/Ashwaubenon) and Manitowoc Road (Bellevue) projects could absorb additional federal dollars.

L. Conard noted that with the three projects using \$3,758,142 of the \$5,218,855, a balance of \$1,523,713 was available for new projects.

L. Conard noted that In April of 2017, MPO staff requested local entities submit projects for STBG funding consideration. Projects received were reviewed by MPO and WisDOT staff and were determined to be eligible for STBG funds.

The MPO staff reviewed and scored the projects based on the *STBG Project Evaluation Criteria and Scoring* approved by the BCPC Board of Directors on May 6, 2015.

The highest rated road project that could meet the 50% federal funding minimum is the reconstruction of Lawrence Drive from 500' south of Fortune Avenue to Scheuring Road in the City of De Pere. The amount of funds available would cover 80% of the estimated design cost and 74% of the estimated reconstruction cost.

L. Conard noted that the next STBG funding opportunity is tentatively scheduled for the fall of 2019. At that time, and if all projects currently scheduled for 2018 and 2019 are completed on time, there could be over \$10,000,00 in capacity to fill for 2020-2024.

A motion was made by E. Rakers, seconded by S. Greiner, to recommend approval of the Draft 2018-2022 Transportation Improvement Program (TIP) for the Green Bay Urbanized Area to the BCPC Board of Directors and to allocate STBG funds as presented by MPO staff. Motion carried.

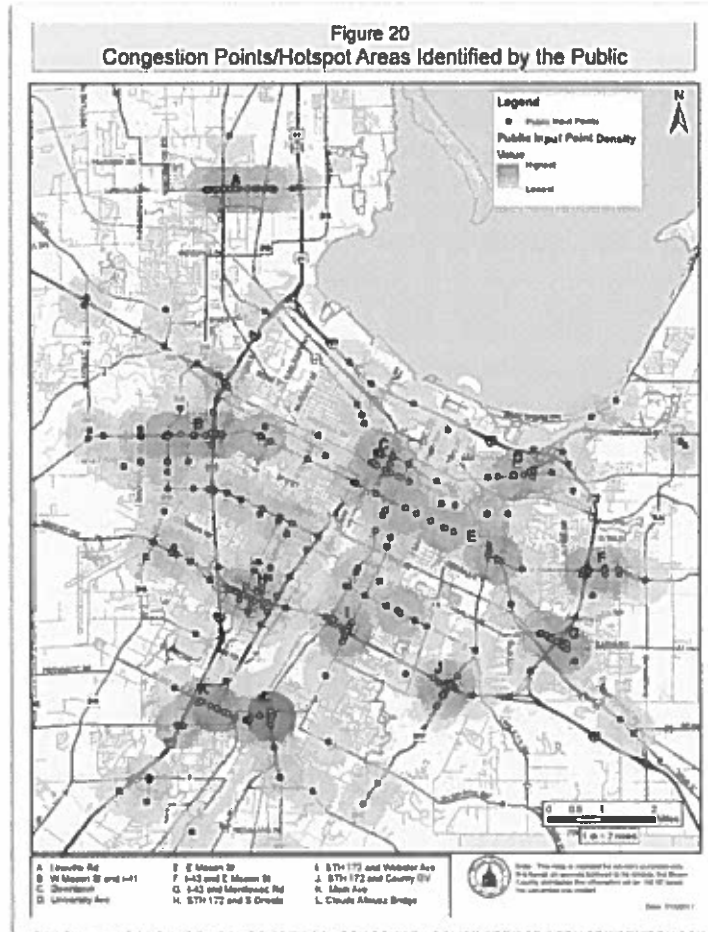
5. Recommendation to the BCPC Board of Directors regarding the Draft 2017 Green Bay Metropolitan Area Congestion Management Process (CMP) Update.

D. Yoder presented the CMP update to the Transportation Subcommittee noting that federal law requires Transportation Management Areas (which includes the Green Bay MPO) to issue a CMP every five years. The report must address congestion and how to go about managing congestion.

D. Yoder provided an overview of the Green Bay MPO's CMP objectives:

- Achieve acceptable level of service (LOS D) on highway and street system by 2020
- Increase passenger capacity and use of Green Bay Metro's fixed route buses
- Increase percentage of arterial and collector streets with bicycle and pedestrian facilities
- Increase mileage of multiuse trails
- Improve bicycle and pedestrian system continuity
- Minimize non-recurring congestion by reducing crashes at intersections
- Reduce number of heavy truck trips on the highway and street system by increasing proportion of freight transported by other methods

D. Yoder provided transportation-related statistics and proposed targets for the CMP highway and street system, bicycle and pedestrian networks, public transportation and freight network and recurring congestion as identified in the map below.



E. Rakers stated that he is very concerned that the MPO will not be able to attain the transportation system performance targets that are identified in the CMP because of WisDOT's recent decision to postpone or cancel road improvement projects in De Pere and elsewhere in the metropolitan area.

A motion was made by E. Rakers, seconded by N. Uitenbroek, to recommend approval of the Draft 2017 Green Bay Metropolitan Area Congestion Management Process (CMP) Update to the BCPC Board of Directors. Motion carried.

6. Presentation of the MPO's 2017 Transportation System Performance Measures Report.

K. Vang presented the MPO's 2017 Transportation System Performance Measures Report via PowerPoint and reviewed key performance measures and outcomes for the seven areas outlined in the FAST Act.

1. Transportation Structures and Pavement Conditions
2. Safety
3. Highways and Street Operations (safety and accessibility)
4. Bicycle and Pedestrian Facilities
5. Public Transportation
6. Services for seniors and Individuals with Disabilities
7. Freight (rail, water, air)

G. Farr asked what commodities have resulted in decreases in port tonnage.

K. Vang noted that cement and coal were down (imports) and petroleum was down (exports).

E. Rakers asked if it was reasonable to expect progress in meeting goals, for example, pavement conditions, when WisDOT keeps postponing projects. For example, WisDOT scheduled street design and repair for a significant portion of Main Avenue in the downtown portion of the City of De Pere. A significant amount of planning and design work was completed. However, WisDOT has recently pushed back the construction portion of the project to 2030 (placeholder only and no guarantee of funding at that time). The work that has been done will be timed out and will need to be completed again. This situation will not help reach performance targets for pavement conditions.

7. Any other matters.

R. Nyberg noted and asked how a provision in the Wisconsin state budget that would change state law to: "Prohibit any entity with the power of condemnation from using that power for the purpose of establishing or extending recreational trails, bicycle ways or lanes, or pedestrian ways" would impact local programs.

Discussion occurred.

C. Runge noted that if this provision passes, administrative rules would be written. At that time, it would become clearer as to the impact on local programs.

R. Nyberg stated that the only way this provision can be eliminated from the state budget at this point is through a veto by the Governor. She encouraged the Transportation Subcommittee members to have their communities contact the Governor and inform him of the negative impacts this provision will have on economic development efforts, federal funding for transportation projects, and other aspects of their communities.

E. Rakers stated he is a member of the Green Bay Active Alliance. An effort is being made to launch a safety campaign as part of the May of 2018 Bike/Walk to School Day. E. Rakers invited all communities to participate in this effort.

E. Rakers stated he is always looking/advocating for ways to reduce the cost of STBG and other federally funded projects (less restrictive). E. Rakers asked WisDOT staff if it was possible to approach the STBG and other federal funding programs the same way the state approaches the Local Road Improvement Program (LRIP) to make the funds more flexible and enable communities to have more of the money to spend on projects.

S. Carpenter stated that WisDOT is looking at reducing the cost as well. S. Carpenter stated that the Federal Highway Administration sets parameters for funding programs and changes would need to be made in federal law to allow less restrictive policies and/or flexibility.

8. Adjourn.

Vice Chair Uitenbroek closed the meeting at 11:03 a.m.