



U.S. Department  
of Transportation

# Transportation Management Area Planning Certification Review

Federal Highway  
Administration

Federal Transit  
Administration

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## Brown County Transportation Management Area



**July 11-12, 2018**

**Summary Report**





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## 1.0 EXECUTIVE SUMMARY

On July 11-12, 2018, the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) conducted the certification review of the transportation planning process for the Green Bay urbanized area. 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.

### 1.1 Previous Findings and Disposition

The Green Bay urbanized area was designated by the FHWA and FTA as a Transportation Management Area on July 18, 2012 based on the 2010 Census, which found the urbanized area (UZA) population greater than 200,000 persons. The first certification review for the Green Bay urbanized area was conducted in June 2014. The previous Certification Review findings and their disposition are summarized as follows.

Finding	Action	Disposition
The Green Bay Metropolitan Planning Organization (MPO), Wisconsin Department of Transportation (WisDOT) Northeast Region and Metro Transit need to actively collaborate in development and implementation of MPO plans and processes. The Congestion Management Process (CMP) is an example of an MPO product that is very dependent on WisDOT implementation but does not incorporate WisDOT's approach to evaluating and addressing operational needs.	Recommendation	MPO staff organized and facilitated a meeting with representatives of the WisDOT Northeast Region Office during the development of the MPO's 2017 CMP Update. This meeting included discussions about specific locations that are experiencing congestion and possible short- and long-term methods of reducing the congestion. The findings of this meeting are included in the CMP Update (see Pages 50 - 57).
Collaborate with the WisDOT Northeast Region and local agency staffs to identify specific locations and projects appropriate for implementation of CMP strategies and include the detail in the CMP.	Recommendation	MPO staff organized and facilitated meetings with representatives of the WisDOT Northeast Region Office, Brown County Public Works Department, City of Green Bay, and other agencies during the development of the MPO's 2017 CMP Update. These meetings included discussions about specific locations that are experiencing congestion and possible short- and long-term methods of reducing the congestion. The findings of these meetings are included in the CMP Update (see Pages 50 - 57).



<b>Finding</b>	<b>Action</b>	<b>Disposition</b>
Establish a mechanism to track implementation of recommended CMP strategies with area projects.	Recommendation	The MPO tracks the implementation of the recommended CMP strategies by developing: -An annual transportation system performance report for the metropolitan planning area (MPA). -Quarterly and annual reviews of the Green Bay Metro Transit System. -Pedestrian facility, bicycle facility, and other frequent data updates in the MPO's geographic information system (GIS) database. -The annual MPO Transportation Improvement Program (TIP). This includes the selection of Surface Transportation Block Grant (STBG) projects using a project evaluation and scoring process that is based on the recommended strategies in the CMP and long-range transportation plan (LRTP).
Develop and apply an evaluation strategy to quantify the actual field performance of the CMP strategies implemented in reducing congestion.	Recommendation	In the past, MPO staff used the "floating car" method to quantify congestion on the entire CMP street and highway system. But because this method is very time consuming, staff now targets specific locations where improvements have occurred (e.g. the construction of a roundabout in place of stop signs or traffic signals) to assess the performance of the CMP strategies.
Consider how the recommended CMP projects and CMP strategies can be prioritized in project selection to facilitate implementation.	Recommendation	The MPO's STBG project evaluation and scoring process was revised by MPO staff and the MPO TAC between the fall of 2014 and spring of 2015 to incorporate recommended CMP and LRTP strategies. The revised project evaluation and scoring process was approved by the MPO Policy Board in May of 2015, and the MPO has used the revised process to select projects since then.



<b>Finding</b>	<b>Action</b>	<b>Disposition</b>
If WisDOT does not intend to seek funding authorization under the grouped projects in the TIP, use of project groupings should be discontinued and the associated projects should be included or amended to the TIP individually. If WisDOT plans to change current practice and seek funding authorization for projects under the groupings, the WisDOT Northeast Region must provide the MPO project lists in support of grouped projects in the TIP and manage authorization of funding for the associated projects under the grouped project TIP number.	Recommendation	The MPO itemizes these projects in the TIP when WisDOT submits them to MPO staff. The MPO also updates these project lists in the Mid-Year TIP Updates that typically occur in June of each year.
Consider providing a brief description of the various funding categories available to the Region and the role of WisDOT and the MPO in programming and project selection.	Recommendation	The MPO began including these descriptions in the 2015-2019 TIP that was approved in October of 2014, and these descriptions continue to be included in the MPO TIPs. The current (2018-2022) MPO TIP includes this information on Pages 9 – 13.
Estimates of routine street and highway improvement costs should reflect application of asset management life cycle assumptions (reconstruction + interim major preservation activities) across the various roadway systems. Historic pavement condition information should be used to determine whether the level of investment can sustain adequate system service levels.	Recommendation	This was completed for the MPO's 2015 LRTP Update (see Pages 109 - 134).
Invest resources and focus to maintain/reinforce a current and viable email contact list.	Recommendation	MPO staff developed an extensive email contact list following the 2014 Certification Review, and this list is frequently updated. The list currently includes more than 200 organizations and individuals.



<b>Finding</b>	<b>Action</b>	<b>Disposition</b>
Continue the transition to electronic outreach	Recommendation	-Email: Completed. -Consider branching out to social media: Completed. MPO staff developed a Facebook page and Twitter account following the 2014 Certification Review. -Consider creative notices that will stand out from other communications to maintain interest: – MPO staff has been developing interactive online maps and surveys to engage people and collect input for major plans and studies since 2016. Examples of major plans and studies where these were used to engage people in the planning process include the 2016 Brown County Bicycle and Pedestrian Plan Update, 2017 CMP Update, and 2019-2023 Transit Development Plan (TDP).
Consider developing concise, easy to read summaries for plans and studies to facilitate communication with the public	Recommendation	MPO staff develops “story map” summaries of major plans and studies. These story maps are on the MPO’s website, and a link to one of the MPO’s story maps is attached below. <a href="https://browncounty.maps.arcgis.com/apps/MapJournal/index.html?appid=2d5e68cf46b74be5afa412492859960b#">https://browncounty.maps.arcgis.com/apps/MapJournal/index.html?appid=2d5e68cf46b74be5afa412492859960b#</a>
Recognizing the limited success in getting outside agencies to participate in MPO organized meetings and outreach sessions, the MPO should consider alternative means to engage resource agencies, including meeting at the resource agencies to discuss the Plan update and resource agency goals, plans, inventories and critical resource locations.	Recommendation	MPO staff continues to have a difficult time engaging resource agencies in the plan development process. The common response received from resource agencies that are invited to participate in plan and TIP development processes is that they typically review and react to specific projects as they are being designed.
Distinguish which of the 150 email contacts represent specific minority, tribal, low income and disability communities and demonstrate outreach to these groups.	Recommendation	This was completed by MPO staff following the 2014 Certification Review.
Account for highway and transit accessibility from minority and low-income neighborhoods to major destinations in the MPO EJ analyses to demonstrate equity and identify accessibility issues to address in the transportation plan.	Recommendation	The 2015 MPO LRTP contains an extensive EJ section (see Pages 87 – 106). The MPO TIPs also contain EJ analyses of major transportation projects (e.g. Pages 57– 70 of the 2018-2022 TIP).
In the RTP consider including security policies for transportation infrastructure that would include strategies to consider for vulnerable infrastructure and services.	Recommendation	This section was included in the 2015 MPO LRTP (see Pages 107 – 108).





<b>Finding</b>	<b>Action</b>	<b>Disposition</b>
The MPO should participate in the statewide freight planning process and make use of local commodity data and contacts WisDOT has established with the freight and business communities.	Recommendation	MPO staff participated in Statewide Freight Plan development meetings with WisDOT and local agency staff. MPO staff also reviewed and provided comments about drafts of the Statewide Freight Plan. The MPO also monitors freight activities in the MPA through the development of an annual transportation system performance report.

## 1.2 Summary of Current Findings

The current review found that the metropolitan transportation planning process conducted in the Green Bay area meets Federal planning requirements.

FHWA and FTA are certifying that the transportation planning process conducted by the Wisconsin Department of Transportation, Metropolitan Planning Organization (MPO) and Green Bay Metro meet federal requirements. There are recommendations in this report that warrant close attention and follow-up, as well as areas that MPO is performing very well and that are to be commended.

<b>Review Area</b>	<b>Action</b>	<b>Finding</b>
Metropolitan Planning Area Boundaries 23 U.S.C. 134(e) 23 CFR 450.312(a)	None	The establishment of the MPO's boundaries are in accordance with federal requirements
MPO Structure and Agreements 23 U.S.C. 134(d) 23 CFR 450.314(a)	Recommendation	Encourage WisDOT and the MPO, along with other TMAs, to coordinate and create a written plan that reflects the agreed upon estimated amounts of Surface Transportation Block Grant (STBG) obligation limitation to be made reasonably available. This plan should cover the entire 5-year period of the FAST Act and be updated to reflect actual obligation limitation amounts made available for the most recently completed fiscal year. It should also be updated to reflect more accurate obligation limitation estimates for the future fiscal year(s). The State and appropriate MPO should sign the plan and submit it to the FHWA Wisconsin Division Office for review to evaluate if the WisDOT is on track to fulfill its section 133(e) and 134(k)(4) requirements under 23 U.S.C.
Unified Planning Work Program 23 CFR 450.308	Recommendation	Make more efforts to fully utilize PL fund allocations for eligible activities (e.g. plans, studies, IT, human resources, etc.)



Review Area	Action	Finding
Metropolitan Transportation Plan 23 U.S.C. 134(c),(h)&(i) 23 CFR 450.324	Recommendation	Integrate more fully the new planning rule (May 27, 2018) requirements in planning process and documents.
Transit Planning 49 U.S.C. 5303 23 U.S.C. 134 23 CFR 450.314	None	The MPO's transit planning process and documents comply with federal requirements
Transportation Improvement Program 23 U.S.C. 134(c)(h)& (j) 23 CFR 450.326	None	The MPO's TIP meets the requirements 23 CFR 450.326.
Public Participation 23 U.S.C. 134(i)(6) 23 CFR 450.316 & 450.326(b)	Recommendation	The Green Bay Metropolitan Planning Area has diverse demographics that require different communication approaches. The Federal Team recommends that the MPO make more efforts to go out into the community to engage the public, particularly those communities that do not actively participate in the transportation planning process on a regular basis. This could be in the form of tagging on to various public community or stakeholder events. It is also recommended that the MPO continue its efforts to engage the Oneida Nation in the metropolitan area transportation planning process
Public Participation 23 U.S.C. 134(i)(6) 23 CFR 450.316 & 450.326(b)	Commendation	The Review Team commends the MPO for its effort to actively engage the public through story maps and surveys relating to congestion hot spots and bicycle/pedestrian network gaps.
Civil Rights Title VI Civil Rights Act, 23 U.S.C. 324, Age Discrimination Act, Sec. 504 Rehabilitation Act, Americans with Disabilities Act	Recommendation	Make additional efforts to establish relationships environmental justice (EJ) groups by going to EJ-sponsored events, churches, community centers, etc. Where practicable, consider combining public outreach efforts with Green Bay Metro. Continue outreach efforts with the Oneida Nation of Wisconsin.
Civil Rights Title VI Civil Rights Act, 23 U.S.C. 324, Age Discrimination Act, Sec. 504 Rehabilitation Act, Americans with Disabilities Act	Commendation	The Review Team commends the MPO on its expansion of its self-certification statement to include list of activities demonstrating compliance with the various laws. FHWA has promoted this new format for use by other MPOs across the State.
Consultation and Coordination 23 U.S.C. 134(g) & (i) 23 CFR 450.316, 23 CFR 450.324(g)	None	The MPO consultation efforts meet the coordination requirements of 23 CFR 450.



Review Area	Action	Finding
Transportation Performance Management	None	The MPO is complying with the requirement in 23 CFR 490. As subsequent national performance targets are established, the MPO's LRTP will need to include a description of the federally required performance measures and targets used in assessing the performance of the transportation system and a system performance report evaluating the condition and performance of the transportation system with respect to the performance targets. In addition, the MPO's TIP needs to include (to the maximum extent practicable) a description of the anticipated effect of the TIP toward achieving the adopted federal performance targets identified in the LRTP, linking investment priorities to the adopted performance targets. These requirements must be addressed when the LRTP or the TIP is updated or amended.
Freight 23 U.S.C. 134(h) 23 CFR 450.306	Recommendation	Continue efforts to coordinate with freight entities or companies in the region.
Environmental Mitigation/Planning Environmental Linkage 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	None	The MPO is in compliance with the requirements of 23 CFR 316.
Transportation Safety 23 U.S.C. 134(h)(1)(B) 23 CFR 450.306(a)(2) 23 CFR 450.306(d) 23 CFR 450.324(h)	None	The MPO satisfies the requirements of 23 CFR 450.306(b)(2), (3)
Transportation Security Planning 23 U.S.C. 134(h)(1)(C) 23 CFR 450.306(a)(3) 23 CFR 450.306(d) 23 CFR 450.324(h)	None	The MPO satisfies the requirements of 23 CFR 450.306(b)(2), (3)
Nonmotorized Planning/Livability 23 U.S.C. 134(h) 23 U.S.C. 217(g) 23 CFR 450.306 23 CFR 450.3224f)(2)	None	The MPO is meeting the requirements set forth in 23 CFR 450.306
Integration of Land Use and Transportation 23 U.S.C. 134(g)(3) 23 U.S.C. 134 (h)(1)(E) 23 CFR 450.306(a)(5)	Commendation	The Review Team commends the MPO for its efforts to educate decision-makers and the public on: (1) the interaction between land use and transportation; and (2) strategies to gain efficiencies and improve livability.



<b>Review Area</b>	<b>Action</b>	<b>Finding</b>
Travel Demand Forecasting 23 CFR 450.324(f)(1)	Recommendation	Update the WisDOT Northeast Region Travel Demand Model Memorandum of Understanding in collaboration with WisDOT and other MPOs in the Northeast Region to reflect the guidance in Chapter 9 of WisDOT's Transportation Planning Manual.
Congestion Management Process / Management and Operations 23 U.S.C. 134(k)(3) 23 CFR 450.322	Recommendation	Continue efforts, where feasible, to evaluate impact of CMP strategies.

Details of the certification findings for each of the above items 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.

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 review process is individually tailored to focus on topics of significance in each metropolitan planning area. Federal reviewers prepare Certification 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.

The Brown County Planning Commission (BCPC) is the designated MPO for the Green Bay urbanized area. The Wisconsin Department of Transportation (WisDOT) is the responsible State agency and Green Bay Metro is the responsible public transportation operator. Current membership of the Green Bay MPO consists of elected officials and citizens from the political jurisdictions in the Green Bay urbanized area.

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 first certification review for this MPO was conducted in 2014. A summary of the status of findings from the last review is provided in Section 1.1. This report details the most recent review, which consisted of a desk audit, formal site visit and a public comment opportunity, conducted in July 2018.

Participants in the review included representatives of FHWA, FTA, WisDOT, Green Bay Metro, and MPO staff. 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 the MPO, State, 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:

- Status of Previous Certification Review Findings
- Metropolitan Planning Area Boundaries
- MPO Structure and Agreements
- Unified Planning Work Program
- Metropolitan Transportation Plan (MTP)
- Transit Planning
- Transportation Improvement Program (TIP)
- Public Participation
- Civil Rights (Title VI, EJ, LEP, ADA)
- Consultation and Coordination
- Freight Planning
- Transportation Performance Measures
- Nonmotorized Planning/Livability
- Integration of Land Use and Transportation
- Travel Demand Forecasting
- Congestion Management Process

### **3.2 Documents Reviewed**

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

- 2014-2018 Transit Development Plan
- FY 2018 Unified Planning Work Program for the Green Bay MPO
- Green Bay MPO 2045 LRTP (October 2015)
- MPO 2018-2022 TIP and Self-Certification
- Brown County Planning Commission Bylaws (October 2014)
- Brown County Bicycle and Pedestrian Plan (2/1/17)



- Green Bay Metropolitan Planning Organization (MPO) Title VI and Non-discrimination Program/Limited English Proficiency Plan (June 2017)
- Cooperative Agreement for Continuing Transportation Planning for Green Bay, Wisconsin Metropolitan Area (March 2017)
- Memorandum of Understanding for the Development and Maintenance of the WisDOT Northeast Regional Travel Demand Model (May 2009)
- Revised STP-U Project Prioritization Process (May 2015)
- 2016 Public Participation Plan Update for the Green Bay Metropolitan Planning Organization
- Congestion Management Process (CMP) Update (October 2017)
- Brown County Parks and Outdoor Recreation Plan 2017-2022 (May 2017)
- Green Bay Metropolitan Area Transportation System Performance Measures (July 2017)
- Mobility Management of Brown County Newsletter (March 2018)
- Bicycle and Pedestrian Crash Analysis for Brown County 2010-2014 (October 2016)

## **4.0 PROGRAM REVIEW**

### **4.1 Metropolitan Planning Area Boundaries**

#### **4.1.1 Regulatory Basis**

23 U.S.C. 134(e) and 23 CFR 450.312(a) state the boundaries of a Metropolitan Planning Area (MPA) shall be determined by agreement between the MPO and the Governor. At a minimum, the MPA boundaries shall encompass the entire existing urbanized area (as defined by the Bureau of the Census) plus the contiguous area expected to become urbanized within a 20-year forecast period for the MTP.

#### **4.1.2 Current Status**

The Green Bay urbanized area was designated by the FHWA and FTA as a Transportation Management Area on July 18, 2012 based on the 2010 Census, which found the UZA population greater than 200,000 persons.

#### **4.1.3 Findings**

The establishment of the MPO's boundaries are in accordance with federal requirements.





## 4.2 MPO Structure and Agreements

### 4.2.1 Regulatory Basis

23 U.S.C. 134(d) & 133(e) 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.

### 4.2.2 Current Status

The Brown County Planning Commission was established by the Governor as a one county regional planning commission under Wisconsin statute. In accordance with the enabling statute the composition of the Commission is established in the Commission Bylaws.

The Brown County Planning Commission was designated as the MPO for the Green Bay urbanized area on January 9, 1974. The BCPC Board of Directors serves as the MPO Policy Board. The Transportation Subcommittee serves as the MPO technical advisory committee. The Brown County Transportation Coordinating Committee (TCC) coordinates area specialized transportation services and advises the MPO on the Green Bay Urbanized Area's Section 5310 Program. The MPO function and staff is housed in the Brown County Planning Department.

The Brown County Planning Commission Board of Directors<sup>1</sup> serves as the MPO policy board. The composition of the 28-member Board is established in the Commission Bylaws and includes representation from the Wisconsin Department of Transportation and Green Bay Metro. The Commission Board of Directors meets monthly. The Transportation Subcommittee serves as the MPO technical advisory committee. The committee consists of planning and public works staff from Brown County and area municipalities. The WisDOT Northeast Region Office and Oneida Nation of Wisconsin are also represented. The FHWA Wisconsin Division, FTA Region V, and

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<sup>1</sup> A full listing of the Policy Board's membership can be found at [https://www.co.brown.wi.us/departments/page\\_b883ba5601e8/?department=2317176c7f00&subdepartment=bc2d35fa4859](https://www.co.brown.wi.us/departments/page_b883ba5601e8/?department=2317176c7f00&subdepartment=bc2d35fa4859).



WisDOT Central Office Bureau of Planning representatives are non-voting members. The Committee meets on an as-needed basis, typically four to five times during the year.

The Brown County Transportation Coordinating Committee (TCC) coordinates area transit services and advises the MPO on transit funding. The committee membership includes representatives from area transit, public health and community services agencies. The TCC meets quarterly.

The cooperative agreement between WisDOT, the Brown County Planning Commission and Green Bay Metro was recently updated and became effective in March 2017. In addition, working cooperatively with MPOs in Wisconsin, WisDOT documented the roles and responsibilities of WisDOT and MPOs for implementation of the national performance measures.

### **4.2.3 Findings**

#### **Recommendation:**

The MPO's structure and documentation of its cooperative relationship with its planning partners generally meets federal requirements. However, there have been concerns by the MPO and other TMAs in the state concerning WisDOT's administration of the STBG suballocated funds due to TMAs. A State with STBG funds suballocated to urbanized areas with over 200,000 in population must make formula obligation limitation available to each of these areas based on the criteria set forth in 23 U.S.C. 133(e) and 23 U.S.C. 134(k)(4). The review team encourages WisDOT and the MPO, along with other TMAs, to coordinate and create a written plan that reflects the agreed upon estimated amounts of STBG obligation limitation to be made reasonably available. This plan should cover the entire 5-year period of the FAST Act and be updated to reflect actual obligation limitation amounts made available for the most recently completed fiscal year. It should also be updated to reflect more accurate obligation limitation estimates for the future fiscal year(s). The State and appropriate TMA MPOs should sign the plan and submit it to the FHWA Wisconsin Division Office for review to evaluate if the WisDOT is on track to fulfill its section 133(e) and 134(k)(4) requirements of 23 U.S.C.

## **4.3 Unified Planning Work Program**

### **4.3.1 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.

#### **4.3.2 Current Status**

The Green Bay MPO UPWP is developed through the MPO technical and policy committees and includes discussions with Green Bay Metro Transit and WisDOT on planning needs and activities. Development and implementation of the work program is reviewed by WisDOT, FHWA, and FTA during annual work program development meetings and midyear MPO reviews. The Green Bay MPO UPWP provides information needed to support federal eligibility and costs and is consistent with federal requirements.

#### **4.3.3 Findings**

##### **Recommendations:**

While the MPO meets all planning requirements in the development and implementation of its UPWP, it is noted that, since 2014, the MPO has not been fully utilizing a substantial portion of its funding allocation for federal planning activities and associated expenses. The federal review team encourages the MPO to consider funding other eligible activities (studies, plans, human resources, IT, etc.) that can enhance the planning process and outcomes in the region.

## **4.4 Metropolitan Transportation Plan**

### **4.4.1 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 Long-range Transportation Plan (LRTP). Among the requirements are that the LRTP 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 LRTP 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 LRTP 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 LRTP 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

#### **4.4.2 Current Status**

The MPO current 2045 Long-Range Transportation Plan (LRTP) was adopted on October 7, 2015.

#### **4.4.3 Finding**

##### **Recommendation:**

Integrate more fully reference to the new planning rule (May 27, 2018) requirements in planning process and documents.

## **4.5 Transit Planning**

### **4.5.1 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.



#### **4.5.2 Current Status**

The Brown County Planning Commission (BCPC) and Green Bay Metro Transit have a close working relationship when coordinating on transit planning throughout the metropolitan planning area. Both agencies coordinate on the development of the long-range plan, TIP and UPWP. In addition to the regular planning work, BCPC and Green Bay Metro coordinate on annual route reviews to help align transit services for future demand.

BCPC and Green Bay Metro will closely coordinate on the transit aspects of performance-based planning when Transit Asset Management plan requirements go into effect on October 1, 2018. This coordination includes the setting of performance measures and targets by the transit agency for the metropolitan planning area. One such target is increasing Green Bay Metro ridership to 1.7 million by 2020.

#### **4.5.3 Findings**

The MPO's transit planning process and documents comply with federal requirements.

### **4.6 Transportation Improvement Program**

#### **4.6.1 Regulatory Basis**

23 U.S.C. 134(c),(h) & (j) set forth requirements for the MPO to cooperatively develop a Transportation Improvement Program (TIP). Under 23 CFR 450.326, the TIP must meet the following requirements:

- Must cover at least a four-year horizon and be updated at least every four years.
- Surface transportation projects funded under Title 23 U.S.C. or Title 49 U.S.C., except as noted in the regulations, are required to be included in the TIP.
- List project description, cost, funding source, and identification of the agency responsible for carrying out each project.
- Projects need to be consistent with the adopted MTP.
- Must be fiscally constrained.
- The MPO must provide all interested parties with a reasonable opportunity to comment on the proposed TIP.



## **4.6.2 Current Status**

The MPO adopts a new 5-year TIP every year with the fifth year for informational purposes only. The 2018-2022 was adopted in October 2017.

## **4.6.3 Findings**

The MPO's TIP meets the requirements 23 CFR 450.326.

# **4.7 Public Participation**

## **4.7.1 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.

## **4.7.2 Current Status**

The Green Bay MPO Public Participation Plan (PPP) was updated in December 2016. The PPP identifies broad categories of public participation methods for outreach. The PPP was developed in consultation with the WIDOT, the transit providers, and all interested parties in the MPOs contact list. The MPO uses a variety of techniques to engage the public and stakeholders in the development of the MTP, TIP, and planning studies. The MPO uses the US Census block group data and GIS technology to identify minority and low-income populations in the metropolitan planning area. The MPO involves the BCPC Transportation Subcommittee and other transportation agencies during the development of its plans and studies.



Following a recommendation from the previous review, the MPO staff developed an extensive email contact list that includes over 200 organizations and individuals. The MPO has also begun to use social media and other internet outreach techniques for people to participate in the MPO planning process. In this regard, the MPO has developed a Facebook page and Twitter account to encourage public participation. The MPO has also developed interactive online maps and surveys to engage people and collect input for planning documents and studies. The MPO hopes that fostering increased visualization of the planning process will increase constituent engagement and help foster meaningful transportation decisions in the future. The above tools were used to engage people in the planning process for the 2016 Brown County Bicycle and Pedestrian Plan Update, the 2017 CMP Update, and the 2019-2023 Transit Development Plan.

In an effort to better communicate concise and easy to read summaries for plans and studies, the MPO has developed “story maps” summaries which are on the MPO’s website.

#### **4.7.3 Findings**

##### **Recommendation/Commendation:**

The Green Bay Metropolitan Planning Area has diverse demographics that require different communication approaches. The Federal Team recommends that the MPO make more efforts to go out into the community to engage the public, particularly those communities that do not actively participate in the transportation planning process on a regular basis. This could be in the form of tagging on to various public community or stakeholder events. It is also recommended that the MPO continue its efforts to engage the Oneida Nation in the metropolitan area transportation planning process.

The Review Team commends the MPO for its effort to actively engage the public through story maps and surveys relating to congestion hot spots and bicycle/pedestrian network gaps.

## **4.8 Civil Rights (Title VI, EJ, LEP, ADA)**

### **4.8.1 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 or LEP) 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.

#### **4.8.2 Current Status**

Title VI and other non-discrimination requirements are addressed in the MPO’s UPWP, 2045 LRTP, TIP, and its Title VI and Non-Discrimination Program/Limited English Proficiency Plan (June 2017).

#### **4.8.3 Findings**

**Recommendation/ Commendation:** The MPO self-certification statement includes reference to specific MPO activities or documents that demonstrate compliance with each of the laws. FHWA is encouraging other MPOs in the State to adopt this best practice.

Make additional efforts to establish relationships environmental justice (EJ) groups by going to EJ-sponsored events, churches, community centers, etc. Where practicable, consider combining public outreach efforts with Green Bay Metro. Continue outreach efforts with the Oneida Nation of Wisconsin.





## **4.9 Consultation and Coordination**

### **4.9.1 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

### **4.9.2 Current Status**

WisDOT and FHWA hold quarterly meetings with all MPOs to discuss implementation of planning requirements, new initiatives, capacity building opportunities, etc. The MPO, in cooperation with WisDOT and other MPOs in northeastern Wisconsin, has jointly developed a regional travel demand model. The MPO has provided resource agencies with opportunities to participate in the development of its LRTP and TIP but the agencies have elected to continue to focus on the development of individual projects. Similarly, the MPO makes efforts to coordinate with public and private freight (port, railroads, local trucking companies) and affordable housing organizations.

### **4.9.3 Findings**

The MPO consultation efforts meet the coordination requirements of 23 CFR 450.



## 4.10 Transportation Performance Management

### 4.10.1 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 LRTP 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 LRTP 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 LRTP, linking investment priorities to those performance targets. [23 CFR 450.326]

The FTA's transit asset management performance management requirements<sup>2</sup> outlined in 49 USC 625 Subpart D are a minimum standard for transit operators. Providers with more data and

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<sup>2</sup> <https://www.transit.dot.gov/TAM/FTAOutreachMaterials/perfmsrFS>



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 Public Transportation Agency Safety Plan was published on July 19, 2018 and becomes effective on July 19, 2019. The public transportation agency safety plan rule establish 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.

#### **4.10.2 Current Status**

MPO has been producing Transportation System Performance Status Reports since 2013 and includes metrics in areas such as pavement, bridges, crashes (auto, pedestrian and bicycle), congestion, transit, bicycle and pedestrian facilities, transit, etc. and implementation strategies.

The MPO has elected to adopt WisDOT's national performance safety targets. WisDOT established its pavement, bridge, travel time and freight reliability targets in May 2018 and the MPO must adopt WisDOT's targets or adopt its own targets by November 16, 2018.

#### **4.10.3 Findings**

The MPO is complying with the requirement in 23 CFR 490. As subsequent national performance targets are established, the MPO's LRTP needs to include a description of the federally required



performance measures and targets used in assessing the performance of the transportation system and a system performance report evaluating the condition and performance of the transportation system with respect to the performance targets. In addition, the MPO's TIP needs to include (to the maximum extent practicable) a description of the anticipated effect of the TIP toward achieving the adopted federal performance targets identified in the LRTP, linking investment priorities to the adopted performance targets. These requirements must be addressed when the LRTP or the TIP is updated or amended.

## **4.11 Freight Planning**

### **4.11.1 Regulatory Basis**

The MAP-21 established in 23 U.S.C. 167 a policy to improve the condition and performance of the national freight network and achieve goals related to economic competitiveness and efficiency; congestion; productivity; safety, security, and resilience of freight movement; infrastructure condition; use of advanced technology; performance, innovation, competition, and accountability, while reducing environmental impacts.

In addition, 23 U.S.C. 134 and 23 CFR 450.306 specifically identify the need to address freight movement as part of the metropolitan transportation planning process.

### **4.11.2 Current Status**

The MPO's Congestion Mitigation Process (CMP) includes measures used to assess the freight transportation system's ability to minimize congestion and includes rail crossing delays, lift bridge delays, annual port tonnage<sup>3</sup> and annual airport tonnage. If an intermodal rail terminal is established, the annual number of inbound and outbound lifts at the terminal will also be measured. Trains and bridges opening for ships generate a significant amount of congestion in Green Bay. The MPO recognizes the absence of intermodal freight facilities in the Green Bay area and has been encouraging their development.

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<sup>3</sup> Annual tonnage is an indicator of the port's effectiveness in diverting truck trips from the highway and major street system.



The MPO has and will continue to participate in the development and implementation of the Statewide Freight Plan. The MPO coordination efforts with freight entities has focused on the Austin Straubel Airport, the Port of Green Bay and railroad companies.

### **4.11.3 Findings**

#### **Recommendation:**

Continue efforts to coordinate with freight entities or companies in the region.

## **4.12 Environmental Mitigation/Planning Environmental Linkages**

### **4.12.1 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.

### **4.12.2 Current Status**

Environmental mitigation of major transportation projects is address in the MPO's 2045 Long-Range Transportation Plan (LRTP) and references the MPO's consultation efforts to identify potential conflicts between planned projects and human or natural resources and potential mitigation. The MPO uses maps of agricultural and natural resource (wetlands, woodlands, drainage basins and districts) maps overlaid with existing and planned projects as part of this effort. The MPO also encourages more efficient land use development patterns and integration with transportation planning to minimize environmental impacts.

The MPO is involved in pre-NEPA planning efforts to study potential alternatives for the Southern Bridge and Arterials project.



### **4.12.3 Findings**

The MPO activities comply with 23 CFR 450.324(f)(10).

## **4.13 Transportation Safety and Security**

### **4.13.1 Regulatory Basis**

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(b)(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.

In addition, SAFETEA-LU established a core safety program called the Highway Safety Improvement Program (HSIP) (23 U.S.C. 148), which introduced a mandate for states to have Strategic Highway Safety Plans (SHSPs). 23 CFR 450.306 (d) requires the metropolitan transportation planning process should be consistent with the SHSP, and other transit safety and security planning.

23 U.S.C. 134(h)(1)(C) requires MPOs to consider security as one of ten planning factors. As stated in 23 CFR 450.306(b)(3), the Metropolitan Transportation Planning process provides for consideration of security of the transportation system.

The regulations state that the degree and consideration of security should be based on the scale and complexity of many different local issues. Under 23 CFR 450.324(h), the MTP should include emergency relief and disaster preparedness plans and strategies and policies that support homeland security, as appropriate.

### **4.13.2 Current Status**

The MPO's 2045 LRTP contains safety goals, performance targets and implementation strategies for automobiles, pedestrians and bicyclists. The MPO's prioritization process for STBG-eligible roadway projects includes multimodal transportation safety as a criterion and the MPO completed a bicycle and pedestrian crash analysis for 2010-2014 in October 2016. The MPO also encourages area communities to adopt "complete street" policies to safely accommodate all roadway users.



All Green Bay Metro buses are outfitted with a video/audio system. Metro also purchased an Automatic Vehicle Location (AVL) system in to improve security and traveler information on the buses and at the transportation center.

#### **4.13.3 Findings**

The MPO satisfies the requirements of 23 CFR 450.306(b)(2) & (3).

### **4.15 Nonmotorized Planning/Livability**

#### **4.15.1 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.

#### **4.15.2 Current Status**

MPO's 2045 LRTP goals and objectives includes development of comprehensive and balanced transportation system integrating all modes including developing a supportive bicycling and walking culture in the region. The MPOs has performance measures and implementation strategies that support development of a multi-modal system. The MPO annually publishes a Transportation System Performance Status report that includes measures for bicycle and pedestrian facilities including bicycle and pedestrian facility Mileage, system continuity, and bus bicycle rack usage.

MPO strategies include encouraging area communities to adopt "complete street" policies to safely accommodate all roadway users; considering alternatives to capacity expansion when addressing congestion; encouraging all communities to adopt a comprehensive sidewalk policy



in its subdivision or other ordinance<sup>4</sup>; incorporating bicycle safety training in physical education in grades K through 12; the adoption of urban designs with higher densities and mixed uses that are community context sensitive; and including in its STBG project selection process criteria in the following areas:

- Multimodal Transportation Safety
- Multimodal Transportation Planning & Facilities
- Transportation System Sustainability & Livability

The MPO completed a bicycle and pedestrian crash analysis for 2010-2014 in October 2016 and its Bicycle and Pedestrian Plan was updated in February 2017.

#### **4.15.3 Findings**

The MPO is meeting the requirements set forth in 23 CFR 450.306.

### **4.16 Integration of Land Use and Transportation**

#### **4.16.1 Regulatory Basis**

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.

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<sup>4</sup> Nine of the thirteen communities in the Metropolitan Planning Area have adopted a sidewalk policy and/or ordinance





#### **4.16.2 Current Status**

MPO's 2045 LRTP goals and objectives recognizes the challenges presented by trends of land use development that are characterized by separation of land uses and its contribution toward creating a transportation system facilitating a dependency on automobiles. MPO strategies include encouraging area communities to adopt "complete street" policies to safely accommodate all roadway users; considering alternatives to capacity expansion when addressing congestion such as construction of a system of two-lane arterial boulevards or three-lane arterial streets that are complemented by an interconnected collector and local street system; and encouraging mixed land uses, and efficient traffic control techniques at intersections. The MPO annually publishes a Transportation System Performance Status report that includes measures supporting the LRTP's goals and objectives including improved multimodal transportation options. The MPO's STBG project selection process includes criteria that support transportation system sustainability and livability.

#### **4.16.3 Findings**

##### Commendation:

The Review Team commends the MPO for its efforts to: (1) educate decision-makers and the public on the interaction between land use and transportation; and (2) recommend strategies to gain efficiencies and improve livability.

### **4.17 Travel Demand Forecasting**

#### **4.17.1 Regulatory Basis**

23 CFR 450.324(f)(1) requires that the Metropolitan Transportation Plan (MTP) 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.



#### **4.17.2 Current Status**

The MPO cooperatively maintains the travel demand model for northeast Wisconsin with WisDOT and four other MPO's located within the region. The Northeast Region Model is a standard four-step model that considers trip generation, trip distribution, traffic assignment and mode choice, as the model includes transit services operating in the region. The model utilizes data from the US Census, National Household Travel Survey, collected traffic counts, and existing and projected socio-economic data from various sources to develop a base model that represents the existing transportation network and future year travel forecasts that consider committed and planned transportation projects.

Major model updates are scheduled in 10-year increments to coincide with the release of the decennial US Census. Minor updates to the model occur continuously as outdated or missing data is identified by using the model for various transportation planning tasks. Minor updates to the model in the Green Bay MPA are typically coordinated between WisDOT and the MPO to develop concurrence with the proposed changes. FHWA observed this collaborative approach at a Northeast Region Travel Demand Model User Group meeting that occurs on an as-needed basis and is used as a forum to provide modeling related updates and as a workshop to improve the model.

The governance of the Northeast Region Model is outlined in the WisDOT Northeast Region Travel Demand Model Memorandum of Understanding (MOU) that was adopted in May 2009. Since 2009, there have been changes in forecasting processes that has potentially created inconsistencies between the MOU and Chapter 9 of WisDOT's Transportation Planning Manual published in May 2018. Inconsistencies between the MOU and WisDOT's guidance document may result in confusion in how the model is maintained and forecasts are developed.

#### **4.17.3 Findings**

##### **Recommendations:**

Update the WisDOT Northeast Region Travel Demand Model Memorandum of Understanding in collaboration with WisDOT and other MPOs in the northeast region to reflect the guidance in Chapter 9 of WisDOT's Transportation Planning Manual.



## **4.18 Congestion Management Process / Management and Operations**

### **4.18.1 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.

### **4.18.2 Current Status**

The MPO's 2045 LRTP's objectives is to maximize the capacity of the metropolitan area's existing street and highway system and minimize the addition of new lane miles. The MPO has worked for many years with Brown County, the metropolitan area's communities, WisDOT, and other entities to achieve this objective, and some of the techniques that have been and will continue to be used include:

- Roundabouts
- Three-lane streets and two-lane boulevards
- Land use plans that emphasize the mixing of land uses
- Bicycle and pedestrian facilities
- Queue detectors mounted on traffic signals
- Annual arterial street signal timing assessments to determine if updates are necessary
- Minimization of driveway access along major streets
- Transit service
- Park-and-ride facilities

These techniques have helped to maximize existing capacity (as well as safety and accessibility) on the metropolitan area street system, but additional strategies should be considered in the future to address what could be congested conditions on the area's freeways.



The MPO's Congestion Management Process (CMP) document was updated in October 2017. The performance measures used to assess congestion on the Green Bay Metropolitan Planning Area's principal arterial highways and streets are Level of Service (LOS), Delay per Vehicle per Mile, and Total Delay per Mile. The CMP targets LOS D or better. WisDOT's 2010 base year travel demand model indicates most of CMP network is LOS D or better. A full set of sample driving time data was collected by MPO staff in the fall of 2014 and spring of 2015 for the CMP highway and street system. The driving time data indicates that the majority of the CMP highway and street system is operating efficiently at posted speed limits with no interference during A.M and P.M. peak periods, and during off-peak periods

The MPO developed a web-based GIS mapping application for the public to identify and briefly describe congestion points in the Green Bay Metropolitan Planning Area. Staff also created maps and a table that summarize traffic congestion hotspots as part of the congestion analysis for the CMP.

The performance measures used to assess public transit's ability to minimize congestion in the Green Bay Metropolitan Planning Area are Passenger Capacity, On-Time Performance, and Annual Revenue Passengers. Metro's peak standard is that passenger loads should not exceed 1.25 passengers per seat.

#### **4.18.3 Findings**

##### **Recommendations:**

Continue efforts, where feasible, to evaluate impact of implemented CMP strategies.



## **5.0 CONCLUSION**

The FHWA and FTA review found that the metropolitan transportation planning process conducted in the Green Bay urbanized area meets Federal planning requirements. A summary of the review's findings is in Section 1.2 of this report.



## **APPENDIX A - PARTICIPANTS**

The following individuals were involved in the Green Bay urbanized area on-site review:

- Matt Spiel and Mitch Batuzich, FHWA Wisconsin Division
- Mark Kane and Victor Austin, FTA Region 5
- Cole Runge, Metropolitan Planning Director, and Lisa Conard, Senior Planner, Green Bay MPO
- Chris Chritton, Jen Murray, Ian Ritz, Jim Kuehn, Diane Paoni and Chuck Wade, Wisconsin Department of Transportation
- Patty Kiewiz, Transit Director, Green Bay Metro



## **APPENDIX B – PUBLIC COMMENTS**

A public listening session was held on July 11, 2018 at 5:00 pm in the Green Bay Metro Transportation Center at 901 University Avenue in Green Bay. Four individuals attended the session with two electing to speak, including a representative from the Bay Area Community Council<sup>5</sup>. Below is a summary of the issues raised by the speakers:

- Concerns about the need for more collaboration between Green Bay Metro and Oneida Nation transit services.
- Concern about the current level of transit service not being adequate to meet community needs both locally and regionally.
- Concern about the potential impact of autonomous vehicles in the future.
- Planning process is biased towards car owners.
- Concern that WisDOT's traffic forecasting process exaggerates the need for additional roadway capacity.

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<sup>5</sup> The Bay Area Community Council representative requested a copy of the certification review report once it is completed.



## **APPENDIX C - LIST OF ACRONYMS**

**ADA:** Americans with Disabilities Act  
**AMPO:** Association of Metropolitan Planning Organizations  
**BCPC:** Brown County Planning Commission  
**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  
**LRTP:** Long Range Transportation Plan  
**M&O:** Management and Operations  
**MAP-21:** Moving Ahead for Progress in the 21<sup>st</sup> Century  
**MPA:** Metropolitan Planning Area  
**MPO:** Green Bay Metropolitan Planning Organization  
**MTP:** Metropolitan Transportation Plan  
**NAAQS:** National Ambient Air Quality Standards  
**NO<sub>2</sub>:** Nitrogen Dioxide  
**O<sub>3</sub>:** Ozone  
**PM<sub>10</sub> and PM<sub>2.5</sub>:** Particulate Matter  
**PPP:** Public Participation Plan  
**SHSP:** Strategic Highway Safety Plan  
**STBG:** Surface Transportation Block Grant  
**STIP:** State Transportation Improvement Program  
**TDP:** Transit Development Plan  
**TDM:** Travel Demand Management  
**TIP:** Transportation Improvement Program  
**Title VI:** Title VI of the Civil Rights Act  
**TMA:** Transportation Management Area  
**U.S.C.:** United States Code  
**UPWP:** Unified Planning Work Program





**USDOT:** United States Department of Transportation

**UZA:** Urbanized Area

**WisDOT:** Wisconsin Department of Transportation





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