



U.S. Department
of Transportation

Federal Highway
Administration

Federal Transit
Administration

Transportation Management Area Planning Certification Review

Green Bay Metropolitan Planning Organization Brown County Planning Commission



August 9-10, 2022

Summary Report





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1.0 EXECUTIVE SUMMARY

On August 9-10, 2022, 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 last certification for the Green Bay TMA was issued by FHWA/FTA on October 18, 2018, with the site visit conducted July 11-12, 2018. The previous Certification Review findings and their disposition are summarized as follows.

Review Area	Action	Finding	Status
MPO Structure and Agreements 23 USC 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 USC.	This effort is currently in progress in cooperation with WisDOT, FHWA, and Wisconsin's other TMAs.



Review Area	Action	Finding	Recommendation Status
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.)	The MPO has been using more of its PL funds by filling open positions and utilizing non-MPO staff within the Brown County Planning Commission to complete MPO tasks. The MPO is also working with the East Central Wisconsin RPC to develop a phase two planning process for an intermodal freight facility in Northeast Wisconsin, and this effort will likely utilize a portion of the Green Bay MPO's PL funding in 2023 and possibly beyond.
Metropolitan Transportation Plan 23 USC 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.	All of the MPO's planning processes and documents currently comply with federal planning rule.
Public Participation 23 USC 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.	The MPO's Senior Transportation Planner position has been redesigned to focus on conducting transportation planning outreach activities that proactively engage Environmental Justice (EJ) populations, Title VI and Limited English Proficiency (LEP) populations, Americans with Disabilities Act (ADA) populations, and other traditionally underserved populations in the MPO's Metropolitan Planning Area. These outreach efforts have been and will continue to be documented in the MPO's quarterly reports.



Review Area	Action	Finding	Recommendation Status
Public Participation 23 USC 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 USC 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.	A summary of these efforts is attached at the end of this 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.

The following are recommendations that would improve the transportation planning process:

Recommendation: *Data Collection Opportunities* The Federal Review Team recommends the MPO work to update some of its data on a more frequent basis as new trends emerge. For example, incorporating the impacts of e-scooters for the Bike/Ped Safety Study. The MPO should also continue to explore innovative data ideas and collection methods to support its good work.

Recommendation: *Public Involvement* The MPO should continue to test different outreach strategies and formally track progress toward increasing public engagement, broadly, and specific to minority and underserved communities. Conducting a formal evaluation study of the effectiveness of the PPP and making the study findings and recommendations available to the public may assist in these ongoing efforts. The MPO should also consider further avenues of involving MPO staff in the Tribal community, involving Tribal representatives in MPO activities, and undertaking joint outreach efforts in partnership with the Tribal government where opportunities arise.



The following are noteworthy practices that the Green Bay MPO is doing particularly well in the transportation planning process:

Commendation: *Performance Based Planning and Programming* The MPO is commended for its PBPP processes and Annual System Performance Measures reports that demonstrate well-aligned interagency cooperation, consistent tracking, effective presentation, and a robust use of performance data to inform transportation system improvements.

Commendation: *Transit Planning* The MPO is commended for its vision for a regional approach for transit funding.

Commendation: *Micromobility* The MPO is commended for its innovative approach to implementing on-demand microtransit in the region.

Commendation: *Congestion Management Process/Management and Operations* The Federal Review Team commends the MPO for its outstanding development and deployment of its CMP as a systems management and operations tool that effectively integrates multiple MPO planning and programming products.

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 Metropolitan Transportation Plan (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.

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

A summary of the status of findings from the last review in July 2018 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 2022.

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:

- Overview of Current Transportation Planning Activities
- 2045 MTP Update/Land Use/Livability/Resilience
- Financial Planning
- Performance Based Planning and Programming (PBPP)
- Public Involvement
- Title VI/EJ/ADA
- Transit Planning
- Safety and Security
- Bicycle, Pedestrian and Micromobility
- Travel Demand Model/Forecasting
- Congestion Management Process/Management and Operations



3.2 Documents Reviewed

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

- FY 2022 Unified Planning Work Program for the Green Bay MPO (November 2021)
- Green Bay MPO 2045 LRTP Update (October 2020)
- MPO TIP and Self-Certification
- Brown County Planning Commission Bylaws (October 2014)
- Transit Development Plan
- Brown County Bicycle and Pedestrian Plan
- Green Bay Metropolitan Planning Organization (MPO) Title VI and Non-discrimination Program/Limited English Proficiency Plan (June 2020)
- Cooperative Agreement for Continuing Transportation Planning for Green Bay, Wisconsin Metropolitan Area
- 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)
- Public Participation Plan Update for the Green Bay Metropolitan Planning Organization (2020)
- Congestion Management Process (CMP) Update (November 2021)
- Green Bay Metropolitan Area Transportation System Performance Measures



4.0 PROGRAM REVIEW

4.1 Overview of Current Transportation Planning Activities (MPO)

4.1.1 Regulatory Basis

Under 23 CFR 450.314(a), The MPO, the State(s), and the public transportation operators shall cooperatively determine their mutual responsibilities in carrying out the metropolitan planning process.

4.1.2 Current Status

BCPC is actively performing its federally required planning responsibilities as staff for the Green Bay MPO, supported by the activities outlined in its 2023 Unified Planning Work Program (UPWP). The Long Range Transportation Planning implementation annual process includes an annual review, assessment and reporting of transportation performance measures and targets in CMP and Long Range plan and individual targets as well. Staff is on schedule to complete the update this year.

Management of transportation demand model based on WisDOT's policies, MPO is in the process of acquiring the forecasting software and training new staff to run it. This has been delayed due to security concerns and delays by the county's IT department, but this has been overcome. Will train with Chris C.

The County Planning Department has been very successful working with Brown County and communities throughout the planning area to complete and update Bicycle and Pedestrian Plans. It is currently working with the Village of Suamico, the only community without a plan; the plan will be completed by the end of 2022.

The MPO performs an annual review of its Public Participation Plan (PPP) to see how things are working and can modify as needed. In 2020 large scale update, 2021 no need, 2022 will assess as needed.

Targeted outreach for underserved and Limited English Proficiency (LEP) populations is something the MPO has always strived to provide. Over the past almost two years, the MPO now has a position dedicated to providing outreach to these populations. COVID has impacted some efforts, but momentum is building with making contacts and working hard to build trust.



MPO functions as planning staff for Green Bay Metro. This includes route planning, studies and analyses. Micromobility efforts have been significant over the past two years. The typical spring review of Madison Metro's activities will be done in fall of 2022 due to service expansion and its new data collection system.

Brown County Planning administers the 85.21 program, with the MPO Policy Board serving as the approving body for the program.

Several special transit studies have been conducted with Green Bay Metro, including the exploration of Microtransit in 2020, which has been implemented with good success, and helping Green Bay Metro staff and others to investigate transit services using autonomous vehicles, and working with Via Transit Inc. for funding and possible development options for paratransit.

BCPC provides on-going planning assistance to the County and communities throughout the service area, and identifies the status of these activities with WisDOT each quarter when requesting UPWP reimbursement. Staff also work closely with WisDOT administering the TAP program and focusing on implementation of BIL.

BCPC participates in the Northeast Wisconsin Regional Access to Transportation Committee, which focuses on transportation coordination for seniors and disabled persons, facilitates and chairs the Brown County Regional Transportation Coordinating Committee, and the County TCC serves as advisory to the MPO Policy Board (Section 85.21 and 5310 programs).

4.1.3 Findings

The Bipartisan Infrastructure Law (BIL) and the significant funding associated with it, has resulted in the need for at least five amendments in 2022 so far. The Policy Board and Transportation Advisory Committee members are very flexible and timely when they need to mobilize and act where needed to help the region capture every dollar it possibly can. Staff has been able to ensure the TIP is amended as needed. BCPC noted that WisDOT has gotten communicated well as opportunities arise, and that USDOT has also done a good job in rolling out new programs as information becomes available (e.g. webinars).

The most significant change the MPO has seen in its processes and products since the last certification review is the creation and deployment of a specific position focused on outreach for underserved and LEP populations and their organizations (recommendation from 2018 review). It has quickly become apparent that over the past 18 months, how challenging it is to successfully build and maintain ongoing relationships and trust; it takes devoted resources to become and be accepted as a true partner.



These efforts are still in their infancy and the MPO has not yet experienced more participation from these groups in key transportation products yet. As more groups are meeting in person, the MPO is there on an ongoing basis. The annual TIP and several significant planning products are coming up yet this year and in the next coming years (CMP and LRTP). The MPO anticipates better participation. However, there have been some early success stories. For example, the Center for Childhood Safety worked with the Green Bay School District to submit a TAP project that was awarded an \$80,000 grant. These outreach efforts pulled in support that yielded a partnership that otherwise probably would not have occurred.

The MPO has also been working for years to develop relationships with the Oneida Nation and have it participate in MPO activities (TAC, etc.) with little to no success. It is hoped the frequent outreach now being done with the Tribal Transit Director and Tribal Planner Troy Parr may help shift this current situation.

Recommendation:

Data Collection Opportunities The Federal Review Team recommends the MPO work to update some of its data on a more frequent basis as new trends emerge. For example, incorporating the impacts of e-scooters for the Bike/Ped Safety Study. The MPO should also continue to explore innovative data ideas and collection methods to support its good work.

4.2 2045 MTP Update/Land Use/Livability/Resilience

4.2.1 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

Federal Land Use regulations are found under 23 CFR 450.306(b)(5), 450.316(b), 450.322(d)(4)(i), and 450.314(f)(10) and (g). The relationship of transportation planning and system development to the concept of “livability” has not yet been defined in statute or regulation, however, the concept has been receiving more federal, state and local consideration.

4.2.2 Current Status

The October 2020 MTP update was a significant effort that used the feedback and recommendations from the 2018 certification review to significantly improve the MTP. The MPO is in a good position to continue looking for continual improvement in its MTP looking forward.

Regarding safety and multimodal accessibility, the MPO has known for 25 years that to be viable, requires complimentary land use patterns. Therefore, the LRTP has always included a significant transportation element its land use plans for these and will continue to do so. The MPO recognizes that being able to divert driving trips to transit and non-motorized options will only help the impacts of climate change.

Resilience in the MPO area is characterized by flooding. While the Fox River flood plain is minimal, the risk of flooding with Green Bay is large (depending on water levels and NE winds). The MPO identified concerns with transportation and housing. Flooding, if current facilities not sized well (culverts), can cause overtopping. Natural disasters such as more frequent tornadoes (downed trees, blocked roads) have also required better planning.



4.2.3 Findings

According to the MPO, a primary lesson learned in the latest MTP update was in the area of public outreach, and how to vary methods to get better results. The MPO has provided in person opportunities for many years, however, the feedback most typically received in these forums tended to be on the extremes. Complementing the process with online interactive opportunities (surveys, etc.) in addition to in person settings resulted in the MPO getting great increases in feedback. For examples, 600-800 digital responses for major efforts was not unusual. These combined efforts have been very successful and greatly increased the public participation the MPO received.

Outreach efforts are both what the MPO is most proud of since the past review, and also what it has found to be the most challenging. It is pleased to have succeeded in securing the position, hiring staff focused on outreach, and the connections being made, groundwork being set and working to build and retain trust. However, it is also recognized these efforts will be ongoing and fluid (staff changes, community group changes, etc.) Knowing this, the MPO is working to actively anticipate opportunities and challenges.

Resilience issues have reinforced the benefits of having the MPO housed within Brown County. Having emergency management, shoreline zoning, highways, and land information office as fellow departments where the MPO Director, as County Planning director, has existing relationships and common infrastructure and administration to work with, provides opportunities for effective, timely responses to emergency situations and the organizational structure to implement solutions to resiliency problems.

South Bridge Connector Initiative is a microcosm of meeting federal requirements while working to bring planning efforts to eventual fruition, while maximizing funding opportunities. The concept for this initiative began as a planning activity back in 1967.

Tier 1 Environmental Impact Statement (EIS) – October of 2020. WisDOT brought it into the I-41 expansion project. The 2022 federal Appropriations Bill provided an additional \$5 million. The project has five segments and is successfully moving forward. The county and affected communities are delivering and have committed future local match to position the area to receive future construction funding. New bridges over the Fox River and railroad tracks will be significant, both in cost and negotiating with the railroad on very highly used (freight) routes. There is also interest in passenger rail along this corridor. The MPO will continue to work closely within the County, and with WisDOT, FHWA, etc. to continue to identify and pursue future opportunities.



Overall, the MPO confirmed it is getting the assistance it needs from WisDOT and FHWA/FTA. In particular, the recent outreach from the FHWA Administrator and WisDOT Secretary to meet with TMAs on important issues and reestablish relationships is most appreciated.

The MPO is meeting federal requirements in all areas.

4.3 Financial Planning

4.3.1 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.

4.3.2 Current Status

The MPO adopts a new 5-year TIP every year with the fifth year for informational purposes only. The 2022-2026 was adopted in October 2021.

4.3.3 Findings

The MPO clearly explained its structure and methods for establishing and managing its TIP, including determination that the current investment base for highway operating and maintenance are sufficient to adequately operate and maintain the highway system. It also discussed how the TIP accounts for funding to operate and maintain the system (local and state) separately from the improvement funding for TIP projects, getting the local information from the Wisconsin Department of Revenue and will be reaching out to the NE Region for state system related costs.



Further discussion outlined mechanisms used to ensure project cost updates from completed environmental docs, mega project costs plan and final designs are included in TIP documents, by working closely with the NE Region on a mid-year and annual basis, along with additional communication for state projects with unanticipated project additions or changes.

The MPO's TIP meets the federal requirements of this section.

4.4 Performance Based Planning and Programming (PBPP)

4.4.1 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 (PBPP). 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 in 2016 and the asset condition/system performance measure rules were effective in 2017. The Asset Condition and System Targets include pavement and bridge condition, reliability, and freight reliability. These targets are updated every four years with mid-period updates. MPO LRTP or TIP updates must be fully compliant with the performance measure requirements as well.

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 (TAM) performance management requirements, outlined in 49 USC 625 Subpart D, and Public Transit Agency Safety Plan (PTASP) requirements, outlined in 49 USC 673 and the FTA National Public Transportation Safety Plan, represent a minimum standard for transit operators. Providers with more data and sophisticated analysis expertise can



add performance measures and utilize those advanced techniques in addition to the required national performance measures.

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.

Similarly, MPOs must establish targets specific to the MPO planning area for the same performance measures as the State DOT within 180 days of when the State establishes its targets. The MPO can either support the State's targets (report the State's numeric targets in their planning documents) or establish their own MPO specific numeric targets.

4.4.2 Current Status

The MPO has elected to adopt WisDOT's national performance safety targets as well as its pavement, bridge, travel time and freight reliability targets. The MPO has worked closely with Green Bay Metro to ensure compliance with TAM and PTASP standards. Green Bay Metro adopted its first TAM Plan in July 2018 and has revised and updated the document annually in the Spring (April-June timeframe) between 2019 and 2022. Green Bay Metro developed and published its first PTASP document in July 2020 and published its most recent update in April 2022. Green Bay Metro coordinates its targets with the MPO in the respective Plan update processes and the MPO adopts targets consistent with Green Bay Metro's through a board resolution within 180 days (and generally sooner). The updates and target setting processes are well-aligned to assist the MPO and the Transit Agency with investment prioritization and project selection and allow the MPO to incorporate the latest performance data and targets into the annual TIP and Transportation System Performance Report.

The MPO publishes national performance measures in the Long-Range Transportation Plan (LRTP) along with locally defined goals and objectives which inform the collection of performance data on the system. Data collection is a continuous collaboration between the MPO and local and state agencies and transit providers. The MPO began producing its Transportation System Performance Status Reports in 2013. Reports have been published annually analyzing local data against both the national and locally determined performance goals and objectives.

In TAM, the MPO and Green Bay Metro have used PBPP processes to program projects that have reduced the percentage of fixed route buses that are operating in transit service beyond their useful life from a baseline of 19% in 2018-19, to 2.8% in 2021-22. The target set for 2022 is 0% of transit rolling stock operating beyond useful life.

In PTASP, the MPO and Green Bay Metro work collaboratively to present transit safety performance data in the TIP and the Annual System Performance Measures reports across three



years. The MPO has established robust targets for keeping the transit system operating safely and reliably. The MPO and Green Bay Metro should continue to program transit projects that promote these safety efforts and track data consistently to demonstrate continuous progress on these newly required metrics.

4.4.3 Findings

Commendation:

The MPO is commended for its PBPP processes and Annual System Performance Measures reports that demonstrate well-aligned interagency cooperation, consistent tracking, effective presentation, and a robust use of performance data to inform transportation system improvements.

4.5 Public Involvement

4.5.1 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 transportation improvement programs, 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 periodically reviewing the effectiveness of the participation plan.

4.5.2 Current Status

The MPO adopted its current Public Participation Plan (PPP) in August 2020. The PPP was developed with a set of goals and strategies geared to enable convenient, accessible and meaningful public involvement in MPO activities. The PPP identifies challenges to outreach and the need to further increase the digital presence of the MPO that the COVID-19 pandemic



exposed. Virtual public engagement strategies identified include interactive online maps and web-based surveys, virtual town hall meetings, workshops and committee meetings open to the public, and whiteboards, live chats and other digital visioning software. The PPP also includes evaluation criteria for the effectiveness of public involvement strategies, including a set of performance measures and goals. For example:

- BCPC/MPO website number of hits: Minimum of 50 hits per month.
- Open House Meeting attendance: Minimum of 1% of affected population attends project meeting.
- Social Media page visits: 150 “Likes” and Followers on Facebook, and 200 Twitter Followers.

The MPO maintains a website, Facebook page, Twitter account, and an interactive, online ArcGIS application. The Facebook page has about 220 followers and the Twitter account has about 35. An Outreach page on the MPO website is still under development.

4.5.3 Findings

MPO staff has observed that the highest rates of public engagement take place during MPO activities concerning specific transportation projects such as the South Bridge Connector and the Highway 28 Interchange – both of which generate outsized public and media attention. Other planning activities with high degrees of public engagement include the Congestion Management Process (CMP) updates, in which the MPO has incorporated popular, interactive, online mapping tools, as well as the Bicycle/Pedestrian Plans of for local jurisdictions, which involve online mapping tools and surveys that are directed at specific local, non-motorized transportation issues. Other MPO activities concerning regional planning products do not generate as much public involvement. These observations on popularity, and the performance metrics outlined in the PPP, do not flow into a formal evaluation report or tracking mechanism at this time.

The MPO has recently hired a new senior planner position geared specifically toward increasing outreach to traditionally underserved populations. The additional capacity has allowed the MPO to start to maintain more consistent contact and communication with local community groups that represent minority populations. MPO staff have recently been able to attend a wider variety of community meetings, present on MPO activities, and start to get members more involved with the MPO’s public engagement efforts and planning initiatives. Groups the MPO has been in contact with include the Aging and Disability Resource Center (ADRC) of Brown County, the Boys and Girls Clubs of Greater Green Bay, Literacy Green Bay, Casa Alba Melanie Hispanic Community Resource Center, COMSA refugee and immigrant resource center, the We All Rise African American Resource Center, and the Hmong Alliance Church.

Oneida Nation is a federally recognized tribe located in the MPO’s Planning Area. As required by 23 CFR 450, the MPO must involve the Tribal government in MPO activities and the development



of planning documents. The MPO has had limited engagement with Oneida Nation in the past. The Tribe now has reserved seats on the MPO's Transportation Advisory Committee (TAC) and the Transportation Coordinating Committee (TCC), however, those seats have been left vacant by the Tribe in the past several years. The MPO has reported some recent success in consultation, but consistent involvement of the Tribe in MPO activities remains to be seen.

The MPO's more recent outreach and trust-building efforts in underserved communities, which involves maintaining more consistent communication with community leaders and representing the MPO at local organization and agency meetings, is still in its early stages.

Recommendation:

The Federal Review Team recommends that the MPO continue to test different outreach strategies and formally track progress toward increasing public engagement, broadly, and specific to minority and underserved communities. Conducting a formal evaluation study of the effectiveness of the PPP and making the study findings and recommendations available to the public, may assist in these ongoing efforts. The MPO should also consider further avenues of involving MPO staff in the Tribal community, involving Tribal representatives in MPO activities, and undertaking joint outreach efforts in partnership with the Tribal government where opportunities arise.

4.6 Title VI/EJ/ADA

4.6.1 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.

4.6.2 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 2020).

4.6.3 Findings

The MPO has put significant effort into reaching out to traditionally underserved populations. Recent examples: (1) contacted the Oneida Nation Elderly Service to discuss the transportation service provided to Oneida elders; (2) contacted the director of the Diversity and Youth Voice Program at the Boys and Girls Club of Greater Green Bay to learn about the program and discuss transportation issues; (3) developed a PowerPoint summary of the MPO that is presented to organizations in the area; (4) began to develop a YouTube video about the Green Bay MPO that will be presented to organizations in the area; (5) contacted Literacy Green Bay, Casa Alba Melanie, COSMA, and the We All Rise organizations; also contacted the Hmong Alliance Church to discuss the programs it provides to the community; (6) contacted the director of the Brown County Center for Childhood Safety to discuss transportation issues and learn about events the organization intends to hold at the Boys and Girls Club of Greater Green Bay in 2021; (7) contacted the assistant director of the Aging and Disability Resource Center (ADRC) of Brown County to discuss transportation issues. Staff also began working with an ADRC representative on a Cycling Without Age project for the area; (8) participated in the monthly meetings of the ADRC of Brown County’s Board of Directors to discuss how the members can get involved in transportation planning efforts in the Metropolitan Planning Area (MPA); (9) participated in the Collaborative Resources Centers of Brown County – Promoting Equity & Bridging the Gaps meetings. Other participants included representatives of the ADRC, Casa Alba Melanie, We All Rise, COSMA, and Oneida Nation; (10) participated in an “Asian in the Bay” event; (11) participated in two Brown County Racial Equity Ad Hoc Committee meetings; (12) participated in one Northeast Wisconsin Asian-Pacific Islander American Professionals meeting; (13) attended five Leadership Green Bay Curriculum Committee meetings to plan government day



activities for participants in the Leadership Green Bay program; also helped to facilitate Leadership Green Bay's Government Day activities for participants in the Leadership Green Bay program; (14) participated in Leadership Green Bay's Inclusive Day workshop to talk about transportation issues with participants; (15) attended Literacy Green Bay's 40th anniversary open house to talk to attendees about transportation issues in the urbanized area. Staff also met with Literacy Green Bay staff, toured the facility, and learned about the organization's LEP programs; (16) participated in a poverty simulation exercise at the NEW Community Shelter; (17) worked with UW-Extension staff to develop a workshop for non-profit organization members regarding transportation services for businesses and their employees; (18) participated on a panel for the Greater Green Bay Chamber Teen Leadership Program and talked to high school students about transportation options and planning efforts in the community; and (19) contacted Casa Alba Melanie to give a presentation to the organization's board of directors.

It is anticipated these early efforts will foster on-going relationships and trust with underserved and LEP groups and populations.

The MPO meets the federal requirements of this section.

4.7 Transit Planning

4.7.1 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.

4.7.2 Current Status

The Brown County Planning Commission and Green Bay Metro Transit have a close working relationship when coordinating on transit planning throughout the metropolitan planning area. Green Bay Metro serves on the Technical Advisory Committee (TAC) and the Policy Board. The BCPC and Green Bay Metro agencies coordinate on the development of the long-range plan, TIP, UPWP and Transit Development Plan. 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 supports transit becoming a regional system to potentially solidify local funding for transit system and promote a regional fare structure. BCPC and Green Bay Metro coordinate on projects.



BCPC also solicits projects for FTA's Section 5310 - Enhanced Mobility of Seniors and Individuals with Disabilities Program.

Green Bay serves as a regional hub for intercity bus service. The service provider recently changed from Jefferson Lines to Wisconsin Bus. With the change, customers can only purchase tickets online, and not at the ticket office. As a result, ridership has reduced.

4.7.3 Findings

Commendation:

The MPO is commended for its vision for a regional approach for transit funding.

4.8 Transportation Safety and Security

4.8.1 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(a)(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 to 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(a)(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.



4.8.2 Current Status

Safety is addressed as a goal and objective in the 2045 LRTP. Both Safety and Security are discussed throughout the LRTP. Safety is incorporated as a selection criterion for STBG funded projects in the TIP. The Brown County Evacuation Plan provides guidelines for evacuation operations and planning to protect life and property. The plan will be used as a guide for evacuating residents during catastrophic events and will emphasize the evacuation of people with special needs. The plan is updated periodically by the Emergency Management Department. The evacuation plan also identifies recommended evacuation routes, the roles and responsibilities of emergency responders, the incident command systems that could be used during an evacuation and procedures for returning evacuees to their homes.

Brown County has aggressively sought grants from the US Department of Homeland Security to maximize security at the Port of Green Bay. Some examples of the projects that have been completed using these grants include the acquisition of patrol boats for the Green Bay Police and Brown County Sheriff's Departments, the purchase of a fireboat for the Green Bay Fire Department, the addition of 30 surveillance cameras, the installation of 2,000 feet of security fencing, and the development of a transportation worker identification card system.

Green Bay Metro bus drivers participate in the Smith System Defensive Driving Training, and re-certify every two years. Safety and security additions on buses include driver barriers, an air purification system, cameras and Quantum handsfree locking of wheelchairs. The bus facility has cameras, an air purification system, card swipe access to access the facility, and a new driveway at the transfer facility. Green Bay Metro staff participate in active shooter training and first aid skills. Green Bay Metro participates in hands on activities through the local emergency planning committee.

4.8.3 Findings

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

4.9 Bicycle, Pedestrian and Micromobility

4.9.1 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.

4.9.2 Current Status

The 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 MPO has performance measures and implementation strategies that support development of a multi-modal system. The MPO encourages and offers assistance to every community in the Green Bay Metropolitan Planning Area (MPA) to develop a comprehensive bicycle and pedestrian plan and a sidewalk installation policy by 2030.

The Brown County Bicycle and Pedestrian Plan was updated in 2021 and remains up to date on changes to design standards, laws pertaining to bicycles and pedestrians, and identifying funding sources to support projects. The Plan reflects each community's existing plan existing plans for bicycle and pedestrian improvements. The Plan identifies gaps in the bicycle and pedestrian networks and provides project recommendations to municipalities. The MPO encourages municipalities to reference this Plan when making decisions on bicycle and pedestrian facilities projects.

In August 2020, Green Bay Metro started a pilot on-demand microtransit service south of the beltline due to ridership numbers not justifying fixed route service. It became regular service in August 2021. BCPC and Green Bay Metro continue to evaluate the existing on-demand microtransit service and are looking to expand the service to other parts of the region. BCPC has presented the regions on-demand microtransit service to other agencies in the state, and shared policies and procedures with other transit agencies.

4.9.3 Findings

Commendation:

The MPO is commended for its innovative approach to implementing on-demand microtransit in the region.



4.10 Travel Demand Model/Forecasting

4.10.1 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.

4.10.2 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.

Governance of the Northeast Region Model is outlined in WisDOT's Northeast Region Travel Demand Model Memorandum of Understanding (MOU), 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.



In the MOU, WisDOT is responsible for and shall be considered the lead agency overseeing the development and use of the travel demand model. WisDOT will closely coordinate with and seek input from the MPO/TMAs in the development of the model to ensure that the MPO/TMAs needs for the model are being met. WisDOT shall provide and/or assist with transportation system data collection, including roadway traffic count and operations information relevant to model development. WisDOT will also assist with data gathering for travel demand modeling, including data gathering amongst various authorized proprietary socio-economic datasets, including and not limited to employment, commodities, safety, security and other factors relative to all modes that provide the transportation of people, goods and services that might enhance the calibration and validation of the model. The MPO/TMAs shall work with WisDOT to provide or assist with data collection and review land use and socioeconomic data with the assistance of aerial photography, land use inventories, existing and proposed land use plans and other best practice methodologies to ensure the quality and fitness of the information.

WisDOT does not typically perform local road forecasts; this policy change was being implemented prior to the signed 2019 MOU agreement. According to the MOU, when the MPO/TMAs do prepare forecasts for local system roads, they shall work with WisDOT to ensure the forecasting methodology employed is consistent with the methods utilized by the WisDOT Traffic Forecasting Section in creating forecast reports. Local road plans or projects significantly impacting State Trunk Highways or designated connecting highways will be reviewed by WisDOT. WisDOT is in the process of creating a guidance document and a forecasting template for local road forecasters.

4.10.3 Findings

The 2018 Certification Review recommended updating 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.¹ The signed MOU was finalized in 2019.

Recently, the data from the Travel Demand Models needed for the Long-Range Transportation Plan, updated in October 2020, has been provided by WisDOT. It has also been completing local

¹ <https://wisconsin.gov/Documents/projects/data-plan/plan-res/tpm/9.pdf>



forecasts that affect the state highways system, such as the South Bridge Connector project. There have been no requests for local system forecasts that have been done by local forecasters at the MPO since WisDOT changed their policy on completing local forecasts. The MPO has recently hired an additional staff member who may start working on local traffic forecasts, among other duties. The MPO still needs to acquire the forecasting software and get their employee trained on procedures. It was noted during the Certification Review, that the Northeast Region Travel Demand Model User Group, which has been in place for 14 years, has been very valuable for the MPO. The Travel Demand Model updates with WisDOT have been running smoothly with calibration and land use reviews done by the MPO.

The MPO meets the requirements of 23 CFR 450.324(f)(1).

4.11 Congestion Management Process / Management and Operations

4.11.1 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.

4.11.2 Current Status

The MPO's Congestion Management Process (CMP) document was updated in November 2021. The objectives identified in the CMP are derived from performance measures in the 2017 CMP Update and the Green Bay MPO's 2020 Long Range Transportation Plan (LRTP) update. Additional relevant objectives were added as necessary. The formulation of objectives are based on the "S.M.A.R.T" principles outlined in FHWA's Congestion Management Process: A Guidebook. The objectives of the Green Bay MPO's CMP:

1. Minimize non-recurring congestion by improving the safety of the Metropolitan Planning Area's multimodal transportation system.



2. Achieve a Vehicle Level of Service (VLOS) rating of D or better for every functionally classified street and highway segment in the MPA by 2030.
3. Maintain the percentage of person miles traveled that are reliable at 86% or better for the non-interstate NHS and 100% for the Interstate system through 2030.
4. Maintain transit fixed route service frequency on high-demand transit corridors to a minimum of 30 minutes on weekdays.
5. Reduce the percentage of SOV travel by increasing the use of carpooling, transit, bicycling, and walking by 2030.
6. Increase the percentage of functionally classified arterial and collector streets that have bicycle and pedestrian facilities by 25% by 2030.
7. Increase the total mileage of multiuse trails by 25% across the MPA by 2030.
8. Reduce the number of heavy truck trips on the MPA's CMP highway and street system by increasing the proportion of freight that is transported by rail, water, and air.
9. Increase the total tonnage through the port of Green Bay by 10% by 2030.

The objectives of the CMP inform the development of performance measures that reflect the desired outcomes of the CMP, and the MPO monitors performance over time to assess how the system is functioning and if targets are being met. The 2021 CMP shows the 'Regional Trend' performance of the existing transportation system based on performance targets established for the 2017 CMP update, and includes whether the targets were met and what was the trend between 2017 to 2021. Generally, the trend was in a positive direction, with seven of the measures experiencing improvement, six measures having a neutral trend, and two measures having a negative trend.

The performance measures established for the 2021 CMP are what the Green Bay MPO will use to track the area's progress in reducing and managing congestion throughout the Green Bay MPA. The 2021 CMP performance measures are broken into six categories: (1) Transportation Safety; (2) System Preservation; (3) Congestion Reduction; (4) System Reliability; (5) Transportation Mobility and (6) Freight & Economic Mobility. Each category has several performance measures to be able to assess system performance accurately. The performance measures were developed to be consistent with the 2020 Long-Range Transportation Plan, MPO Bike & Pedestrian Plans, Transit Planning documents, and other MPO-produced documents.

Lastly, the CMP document contains congestion management strategies that municipalities can use to reduce the effects of congestion. These strategies are broken into two categories: Transportation Demand Management (TDM) Strategies and Transportation System Management (TSM) Strategies. TDM strategies attempt to reduce the number of automobile trips by diverting people to other transportation modes and reduce the number of trucks on the roads by providing alternative modes and facilities for freight shippers. TSM strategies attempt to improve the



efficiency of the transportation facility through implementing cost-effective treatments to alleviate congestion instead of more expensive capacity expansion projects.

The CMP Strategies developed by the MPO are as follows:

Transportation Demand Management Strategies—1. mixing land uses, connecting streets, building and connecting sidewalks and trails, and calming traffic to encourage walking and bicycling trips. 2. Parking demand management. 3. Designing arterial streets to move traffic efficiently while minimizing barriers and ensuring safety for non-motorized users. 4. Increasing the usage of the MPA’s mass transit systems. 5. Encouraging the use of the MPA’s park and ride lots. 6. Expanding access to shipping and rail services to reduce the number of truck trips on the MPA’s roadway network.

Transportation System Management Strategies—1. Constructing roundabouts at intersections instead of traffic signals to improve traffic flow and safety. 2. Restriping arterial streets to include bike lanes and to allow for two-way-left-turn lanes. 3. Reducing the number of access points along major streets and highways. 4. Maximizing the timing of traffic signals. 5. Implementing road diets. 6. Using Intelligent Transportation System (ITS) technologies to improve efficiency and safety.

At the end of the CMP, each strategy is evaluated with the implementation method, the implementation agency, the potential funding sources for the implementation, and the current status.

4.11.3 Findings

Green Bay was first designated a TMA after the 2010 Census. To comply with Federal Regulations, in 2013 the first CMP was created, with updates coming in 2017 and then 2021. The MPO’s strategy has been to update the CMP after the LRTP has been updated, as these are similar documents and the CMP leverages and adds to the material in the LRTP. The impacts of the CMP’s strategies were evaluated when the MPO updated the LRTP in 2020 and CMP in 2021, and the MPO evaluates these strategies each year during the development of the MPO’s annual Transportation System Performance Measures Report.

The analysis for the latest CMP update found that most of the CMP’s roadways are operating at an acceptable vehicle level of service (VLOS D) or better during peak travel periods. Based on existing conditions and committed projects, most roadways will continue to operate at an acceptable VLOS.



In 2017, 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 which was publicized to get increased input. Based on the public feedback, staff created maps and a table that summarize traffic congestion hotspots as part of the congestion analysis for the CMP. This process and content were completed and included again for the 2021 CMP. MPO staff developed two ArcGIS interactive web apps to collect public input on their congestion experiences: one web app for the general public and freight shippers and one web application for Green Bay Metro operations staff. 597 points were collected from both maps throughout this process and 298 comments were provided. MPO staff utilized this information along with a variety of congestion metrics to identify where congestion exists in the Green Bay MPA. Metrics used for congestion analysis were: Vehicle LOS (E or F), Level of Travel Time Reliability (LOTTR) on the NHS (LOTTR greater than 1.5), Congestion hot spots identified by the public, Green Bay Metro, and freight shippers, Truck Travel Time Reliability (TTTR) on the Interstates and Limited Access Highways (TTTR greater than 1.5), Vehicle Capacity (V/C) ratio greater than 1.0 (used to determine if capacity is the cause of congestion along a road segment), and MPO staff field observations.

The CMP is linked with the TIP in the project selection process. There are four primary categories for congestion including Level of Service and route significance in the project selection criteria. The MPO also reached out to various transportation stakeholders such as the City of Green Bay, WisDOT, and the Brown County Highway Department. The CMP was approved through the TAC and Policy Boards after the public input period.

Commendation:

The Federal Review Team commends the MPO for its outstanding development and deployment of its CMP as a systems management and operations tool that effectively integrates multiple MPO planning and programming products.

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:

FHWA Wisconsin Division

Mary Forlenza, Planning & Prog. Develop. Team Leader

Karl Buck, Transportation Program Planner

FTA Region 5

Bill Wheeler, Community Planner

Evan Gross, Transportation Program Specialist

Wisconsin Department of Transportation

Alex Gramovot, Planning Program & Policy Chief

Jim Kuehn, Central Office Planning

Matt Schreiber, Central Office Planning

Chris Chritton, Central Office Traffic Forecasting

Nick Weber, Northeast Region Planning

Green Bay MPO

Cole Runge, Brown County Planning Director

Lisa Conard, Senior Planner, Green Bay MPO

Ker Vang, Senior Planner, Green Bay MPO

Green Bay Metro

Patty Kiewiz, Transit Director, Green Bay Metro



APPENDIX B – PUBLIC COMMENTS

A public listening session was held August 9, 2022 at 5:00 pm at the Aging & Disability Resource Center (ADRC) of Brown County, 300 S. Adams St. in Green Bay. The meeting was advertised in the local newspaper, and through social media and the MPO's standard contact list. There was one attendee at the listening session. No comments were received at the meeting, or from the public through U.S. mail or e-mail over the 30 day comment period that concluded September 9, 2022.



APPENDIX C - LIST OF ACRONYMS

ADA: Americans with Disabilities Act
AMPO: Association of Metropolitan Planning Organizations
BCPC: Brown County Planning Commission
CFR: Code of Federal Regulations
CMP: Congestion Management Process
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 21st Century
MPA: Metropolitan Planning Area
MPO: Green Bay Metropolitan Planning Organization
MTP: Metropolitan Transportation Plan
NAAQS: National Ambient Air Quality Standards
PBPP: Performance Based Planning and Programming
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
TPM: Transportation Performance Measures
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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