

Chapter 3

BACKGROUND INFORMATION

- **TPC & WisDOT Roles in the Major Highway Program**
- **Process to be a Major**
- **Key Major Highway Program Statutes**

TRANSPORTATION PROJECTS COMMISSION & WisDOT ROLES in the MAJOR HIGHWAY PROGRAM

Role of the TPC

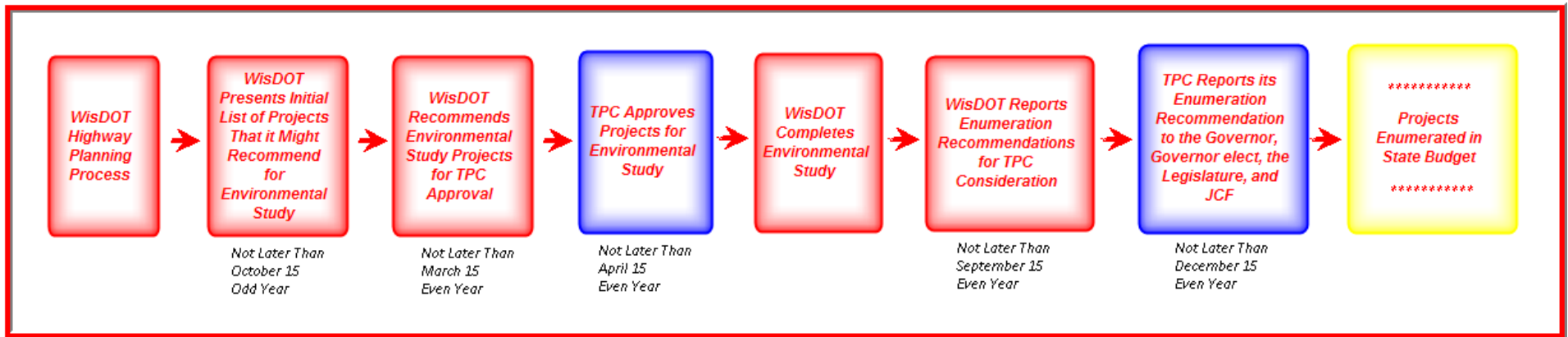
- Created in 1983, the 15-member Transportation Projects Commission (TPC) reviews major highway project candidates and makes recommendations to the Governor and Legislature regarding projects to be “enumerated” or included in the next two-year state budget.
- The Commission includes five state senators, five Assembly representatives and three citizen members. The Governor serves as Commission Chairman. The Secretary of the Wisconsin Department of Transportation (WisDOT) serves as a non-voting member.
- Typically, the Commission considers major highway project candidates on a two-year cycle. In the fall of odd-numbered years, the TPC begins the process by looking at projects recommended by WisDOT to advance to the environmental study stage.
- In the fall of even-numbered years, the Commission reviews WisDOT enumeration recommendations, and can recommend for enumeration, projects that have successfully completed the environmental study phase (before a major highway project candidate can be considered for enumeration, it must have a final environmental document approved by FHWA).
- State law prevents the TPC from recommending projects for enumeration unless funding is available to begin work within six years.
- Review and approve projects under 84.013(1)(a)(2m)

WisDOT’s role in major highway projects

- Highway segments that have, or that are projected to have, significant traffic congestion and motorist safety concerns are identified through engineering analysis and during the extensive public outreach process that goes into development of the long-range State Highway Plan. WisDOT officially adopted the “Connections 2030” long-term transportation plan in October of 2009 (www.dot.wisconsin.gov/projects/state/connections2030.htm).
- WisDOT reviews and prioritizes major highway project candidates utilizing a statutorily-established process (Administrative Rule Trans 210). This process considers a project’s ability to: enhance economic development; relieve traffic congestion; improve safety; and achieve community objectives while minimizing environmental impacts.
- WisDOT is required to make recommendations to the TPC on major highway project candidates. Following any recommendations from the TPC, the Governor and the Legislature make the final decisions regarding which projects will be enumerated under 84.013(1)(a)(1m). The TPC has authority to approve 84.013(1)(a)(2m) projects for construction.
- Under current state law, a major highway project has a total cost of more than \$30 million (indexed to current year at \$33.4M) and constructs a new route of 2.5 or more miles, adds capacity to 5 or more miles of an existing highway, or converts an existing multi-lane divided highway of 10 or more miles to freeway standards. Also defined as a major is any project more than \$75 million (indexed to current year at \$83.5M), and not described in the preceding sentence.
- Once a project is enumerated, WisDOT is responsible for all phases of project development and delivery. This includes scheduling and design, project management, and project construction.
- Further information on the major highway projects process including a current list of major projects can be found on the WisDOT Web site at: www.dot.wisconsin.gov/projects/state/sixyear/major.htm.

PROCESS TO BECOME A MAJOR HIGHWAY PROJECT

(As Directed by State Statutes)



ODD YEARS

- Not later than October 15th of each odd-numbered year, WisDOT provides the TPC with an initial list of potential Major Highway projects that the Department may recommend for environmental study.

EVEN YEARS

- Not later than March 15th of each even-numbered year, WisDOT provides the TPC with a list of potential Major Highway projects that it recommends be approved for environmental study.
- Not later than April 15th of each even-numbered year, the TPC notifies WisDOT of potential Major Highway projects that are approved for environmental study.
- Not later than September 15th of each even numbered year, WisDOT shall report its recommendations for enumeration
- TPC reports its enumeration recommendations not later than December 15th of each even numbered year (report to Gov/Gov elect; the legislature, and Joint Committee on Finance).

KEY MAJOR HIGHWAY STATUTES

1. Definition of a Major Highway Project

84.013 (1)

(a) "Major highway project" means a project, except a project providing an approach to a bridge over a river that forms a boundary of the state, a high-cost state highway bridge project under s. 84.017, or a southeast Wisconsin freeway megaproject under s. 84.0145, that satisfies any of the following:

(1m). The project has a total cost of more than \$30,000,000, subject to adjustment under sub. (2m), and involves any of the following:

- a. Constructing a new highway 2.5 miles or more in length.
- b. Reconstructing or reconditioning an existing highway by either relocating 2.5 miles or more of the existing highway or adding one or more lanes 5 miles or more in length to the existing highway.
- c. Improving to freeway standards 10 miles or more of an existing divided highway having 2 or more lanes in either direction.

2m. The project has a total cost of more than \$75,000,000, subject to adjustment under sub. (2m), and is not described in subd. 1m.

84.013(2)

(2m) The department shall annually adjust the amounts specified in sub. (1) (a) 1m. and 2m. to reflect the annual change in the Wisconsin Department of Transportation Price Index, Yearly Moving Average, as maintained by the department or, if at any time the department no longer maintains this index, another suitable index as determined by the department. Beginning in 2012, prior to October 1 of each year, the department shall compute the annual adjustment required under this subsection and shall publish the new adjusted amount applicable under sub. (1) (a) 1m. and 2m., which amount shall become effective on October 1 of that year. The department may not adjust the amounts specified in sub. (1) (a) 1m. and 2m. to an amount less than that specified in sub. (1) (a) 1m. and 2m.

2. Approval of Commission Required to Conduct Environmental Study of Potential Major Projects

13.489 (1m)

(b) Not later than October 15 of each odd-numbered year, the department of transportation shall provide to the commission a list of potential major highway projects that the department has initially determined may be recommended under par. (c) for approval to prepare an environmental impact statement or an environmental assessment and a list of potential major highway projects that could be studied for possible recommendation under sub. (4). The commission may conduct public hearings on potential major highway projects identified by the department of transportation or by the commission.

(c) Not later than March 15 of each even-numbered year, the department of transportation shall report to the commission those potential major highway projects that the department recommends be approved by the commission for preparation of an environmental impact statement or an environmental assessment.

(d) Not later than April 15 of each even-numbered year, the commission shall notify the department of those potential major highway projects that the commission approves for preparation of an environmental impact statement or an environmental assessment or shall notify the department that it does not approve any potential major highway projects for preparation of an environmental impact statement or environmental assessment.

(e) The department of transportation may not prepare an environmental impact statement or an environmental assessment for a potential major highway project unless the commission notifies the department under par. (d) that the project is approved.

3. DOT Makes Enumeration Recommendations for Commission Consideration

13.489(2)

DEPARTMENT TO REPORT PROPOSED PROJECTS. Subject to s. 85.05, the department of transportation shall report to the commission not later than September 15 of each even-numbered year and at such other times as required under s. 84.013 (6) concerning its recommendations for adjustments in the major highway projects program under s. 84.013.

KEY MAJOR HIGHWAY STATUTES

4. The Commission Reviews and Recommends Projects for Enumeration

13.489(4)

(a)

1. All reports submitted as provided by sub. (2) shall be reviewed by the commission. The commission shall report its recommendations concerning major highway projects to the governor or governor-elect, the legislature and the joint committee on finance no later than December 15 of each even-numbered year or within 30 days following submission of a report under s. 84.013 (6). The commission may recommend approval, approval with modifications, or disapproval of any project, except that the commission may not recommend the approval, with or without modifications, of any project unless any of the following applies:

a. The commission determines that, within 6 years after the first July 1 after the date on which the commission recommends approval of the project, construction will be commenced on all projects enumerated under s. 84.013 (3) and on the project recommended for approval and the commission has been notified that a final environmental impact statement or environmental assessment for the project has been approved by the federal highway administration.

b. The report recommending approval of the project is accompanied by a financing proposal that, if implemented, would provide funding in an amount sufficient to ensure that construction will commence on all projects enumerated under s. 84.013 (3) and on the project within 6 years after the first July 1 after the date on which the commission recommends approval of the project and the commission has been notified that a final environmental impact statement or environmental assessment for the project has been approved by the federal highway administration.

2. In determining the commencement date for projects under subd. 1. a. and b., the commission shall assume that the appropriation amounts under s. 20.395 (3) (bq) to (bx) for the current fiscal year will be adjusted annually to reflect adjustments to the U.S. consumer price index for all urban consumers, U.S. city average, as determined by the U.S. department of labor.

(b) The commission may include in the report in par. (a) its designation of highway improvement projects under s. 84.013 (6m) as major highway projects.

(c) No project may be enumerated under s. 84.013 (3) or approved under s. 84.013 (6) unless the commission recommends approval, with or without modifications, of the project under par. (a) or, with respect to a project under s. 84.013 (6m), designates the project under par. (b).

(d) This subsection does not apply to major highway projects described in s. 84.013 (1) (a) 2m.

5. The Commission Approves s. 84.013(1)(a)(2m) High Cost Projects for Construction as Major Projects

13.489(4)

(4m) REVIEW OF HIGH-COST MAJOR HIGHWAY PROJECTS.

(a) Notwithstanding sub. (4), for any major highway project described in s. 84.013 (1) (a) 2m., the department of transportation shall submit a report to the commission, prior to construction of the project, which report may request the commission's approval to proceed with the project. The department may submit this request at any time following completion by the department of a draft environmental impact statement or environmental assessment for the project.

(b) After receiving a request under par. (a) for approval to proceed with a major highway project described in s. 84.013, the commission shall meet to approve, approve with modifications, or disapprove the request. The department may implement the request only as approved by the commission, including approval after modification by the commission.

(c) The department of transportation may not proceed with construction of a major highway project described in s. 84.013 (1) (a) 2m. unless the project is approved by the commission as provided in par.(b).

(d) The procedures specified in this subsection shall apply to all major highway projects described in s. 84.013 (1) (a) 2m. in lieu of the procedures described in sub. (4).

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Chapter 4

DOT ENUMERATION RECOMMENDATIONS AND PROJECT EVALUATION PROCESS

- **Letter of Recommendation**
- **Map of Enumerated Projects & Study Projects**
- **Major Highway Project Evaluation Process & Results**



Wisconsin Department of Transportation

www.dot.wisconsin.gov

Scott Walker
Governor

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Secretary

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September 15, 2014

Governor Scott Walker
115 East State Capitol
Madison, WI 53702

Dear Governor Walker,

I am pleased to recommend the projects listed below for consideration by the Transportation Projects Commission (TPC) as Major Highway Project enumeration candidates. We look forward to discussing these projects at the TPC meeting to be held on December 1, 2014 at 12:45 in the Governor's Conference Room at the State Capitol.

- Interstate Highway 43 (Silver Spring Dr. – Wis. 60) Milwaukee & Ozaukee Counties
- Interstate Highway 94 (USH 12 – Wis. 65 (130th St)) St. Croix County
- Wisconsin State Highway 50 (I-94 to 43rd Ave) Kenosha County

The I-43 and I-94 projects listed above are part of the eleven Major Highway Study Projects having environmental studies conducted by the Department at the direction of the TPC. These study projects are now complete and are ready for enumeration. The third project, State Highway 50, did not require environmental study as a Major Highway Study Project because it qualifies for consideration as a Major Highway Project under State Statute 84.013 (1)(a)2m, which establishes the threshold at which high cost rehabilitation projects are defined as Major Projects.

The Department has evaluated the I-43 and I-94 projects using Administrative Rule Trans 210, which is in accordance with Wis. Stat. 85.05. Trans 210 is used to evaluate proposed major projects qualifying under Wis. Stat. 84.013 (1)(a)1m in terms of their ability to achieve the Major Highway Program goals of enhancing Wisconsin's economy, improving highway service, and improving highway safety, while minimizing environmental impacts and serving community objectives. The Wis. 50 project is not evaluated using Trans 210 because it is a high cost project qualifying for Major Highway Program consideration under Wis. Stat. 84.013 (1)(a)2m. The Trans 210 scores are as follows:

<u>Highway</u>	<u>Termini</u>	<u>Miles</u>	<u>Trans 210 Score</u>	<u>Rank</u>
I-43	Silver Spring Drive – Wis. 60	14	105.3	1
I-94	USH 12 – Wis. 65 (130 th St.)	7.5	80.2	2
Wis. 50	I-94 to 43 rd Ave	4.4	N/A	N/A

After careful consideration, WisDOT is recommending that all projects be approved for enumeration by the TPC. The I-43 and I-94 projects scored highly on one or more of the most heavily weighted scoring categories: economics, traffic flow, and safety; and the Wis. 50 project, qualifying for Majors as a high cost rehabilitation project, also brings needed safety, economic, and traffic flow benefits.

Also, as part of a continuing effort to prioritize projects and construction scheduling to better address program needs, the Department will recommend: canceling two enumerated Major Highway Projects; possibly canceling or redefining the boundaries of a third project; and considering a fourth project complete.

Projects Recommended for Cancellation:

- Beloit Bypass, Wis. 81/Wis. 213, Rock County;

Cost-to-Complete Estimate: \$9,300,000

The project study was canceled by the Illinois Department of Transportation and the Wisconsin Department of Transportation due to a lack of local support. Additionally, the Beloit Metropolitan Planning Organization passed a resolution to recommend study termination.

The Department recommends TPC consideration for removing the project from the Major Highway Program.

- Wis. 38 (CTH K to Oakwood Rd.), Milwaukee & Racine Counties;

Cost-to-Complete Estimate: \$123,900,000

The Department has suspended work on the Wis. 38 project, which was recommended for enumeration by the TPC in 2010 and enumerated in 2011. The decision was heavily influenced by the absence of local consensus on a preferred alignment for the project. Efforts by the Department to generate a consensus of local support for a recommended project alternative were unsuccessful.

The Department recommends TPC consideration for removing the project from the Major Highway Program.

Possible Project Cancellation or Boundary Redefinition Recommendation:

- USH 53 La Crosse Corridor, La Crosse County;

Cost-to-Complete Estimate: \$137,900,000

This project, enumerated in 1997, has been hindered by a lack of local consensus on a preferred alignment and scope for the project. Although the La Crosse Area Planning Commission and the County of La Crosse offered resolutions in support of a study that would meet purpose and need as identified by the Department, the City of La Crosse passed a resolution that recommends studying alternatives for the corridor that are not consistent with the Department's identified purpose and need for the project.

The Department is still investigating options for addressing needs on the corridor; however, it is possible that a recommendation to cancel or redefine the project may be made at the TPC Meeting.

Project Considered Complete:

- USH 14 (Viroqua – Westby), Vernon County;

Cost-to-Complete Estimate: \$42,400,000

The original scope of the project was to reconstruct the existing 2-lane rural highway as a 4-lane divided highway between Viroqua and Westby. The original plan also included 2-lane bypasses east of Viroqua and west of Westby.

In 2011, a 4-lane facility was constructed between Viroqua and Westby. This improvement addressed immediate safety, capacity and operational needs. However, the Westby and Viroqua bypasses were not constructed because traffic forecasts, land use, and development and community plans did not demonstrate an immediate need.

Due to a lack of need for the 2-lane bypasses at this time, and given other higher priority program needs, the Department recommends that the TPC consider this project complete.

We look forward to assisting the Commission in its efforts to evaluate the Department's recommendations.

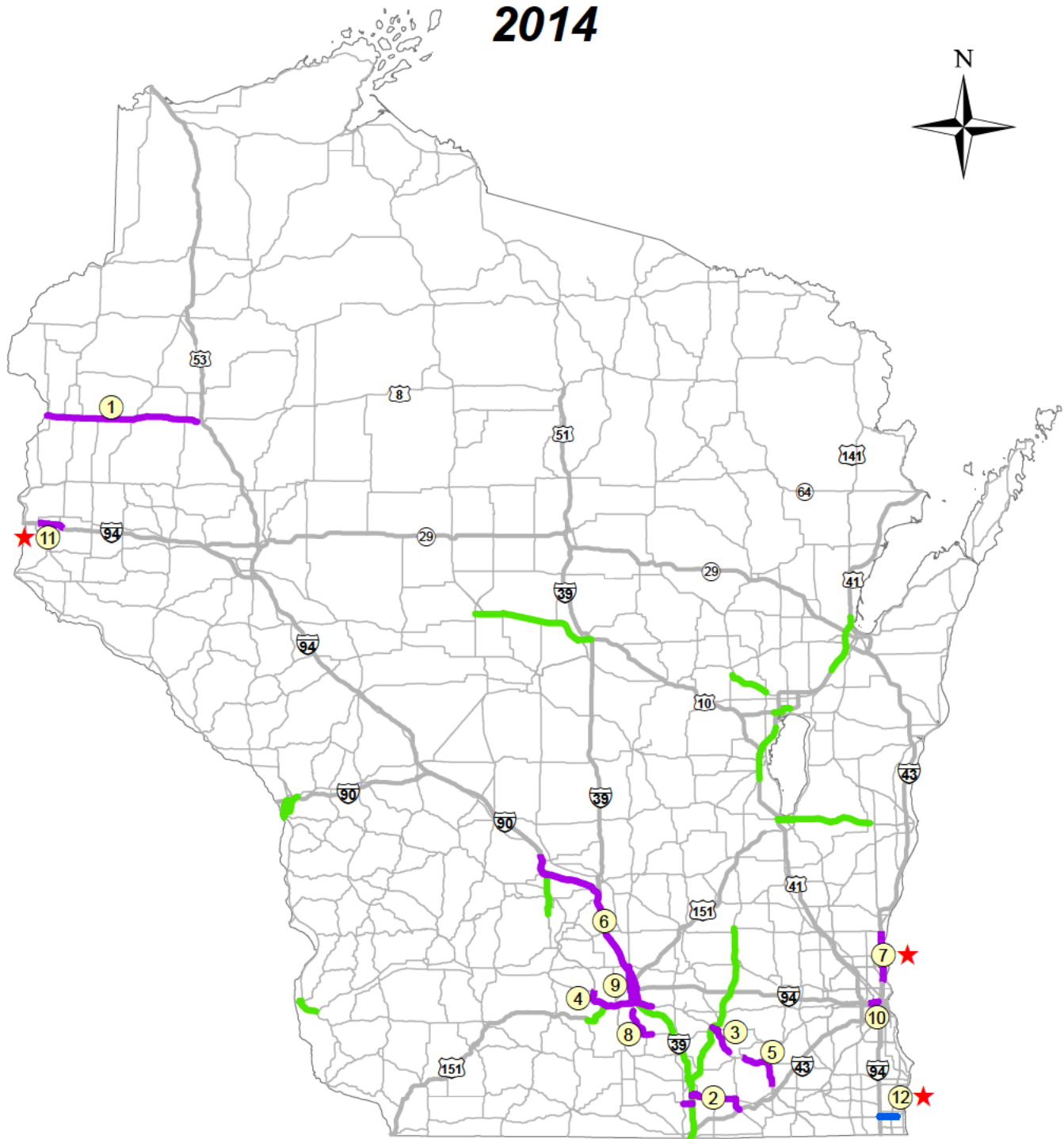
Sincerely,



Mark Gottlieb, P.E.
Secretary

Cc: Senators: Joseph Leibham, Robert Cowles, Timothy Cullen, Jerry Petrowski, Tim Carpenter
Representatives: John Spiros, Keith Ripp, Fred Clark, Mike Endsley, Amy Sue Vruwink
Citizen Members: Jean Jacobson, Barbara Fleisner LaMue, Michael Ryan

Candidates For Highway Project Enumeration 2014



- | | | | | | |
|-----|--------------------------------|--|---|--------|---|
| | Approved Study Projects | | High Cost Rehab Project Qualifying for Majors Under s.84.013(1)(a)2m | | Major Projects with Scheduled Expenditures |
| ① | USH 8 | STH 35 to USH 53 | ★ ⑫ | STH 50 | IH 94 to 43rd Street |
| ② | STH 11/USH 14 | Janesville to IH 43 | | | |
| ③ | USH 12 | Fort Atkinson Bypass | | | |
| ④ | USH 12 | USH 14 to CTH N | | | |
| ⑤ | USH 12 | Elkhorn to Whitewater | | | |
| ⑥ | IH 39/90 | USH 12 (Madison) to USH 12 (Wis Dells) | | | |
| ★ ⑦ | IH 43 | Silver Spring Drive to STH 60 | | | |
| ⑧ | USH 51 | Stoughton to McFarland | | | |
| ⑨ | USH 51 | USH 12 to STH 19 | | | |
| ⑩ | IH 94 | 70th Street to 16th Street | | | |
| ★ ⑪ | IH 94 | USH 12 to 130th Street | | | |

★ Projects Recommended for Enumeration

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MAJOR HIGHWAY PROJECTS EVALUATION PROCESS

WisDOT Bureau of State Highway Programs

MAJOR HIGHWAY PROJECTS EVALUATION PROCESS

This information paper provides an overview of the Administrative Rule Trans 210 process that will be used to evaluate proposed major highway projects that are being considered for enumeration. This process will be used to evaluate and recommend projects to the Transportation Projects Commission.

The evaluation process is used to evaluate each proposed major project in terms of its ability to achieve the Departments' goals of enhancing Wisconsin's economy, improving highway service, improving highway safety, minimizing environmental impacts and serving community objectives. This numerical ranking process is based on minimum requirements and measures that reflect these five goal areas. This paper will briefly describe the minimum requirement that a project shall meet or exceed in order to be eligible for recommendation to the Transportation Projects Commission. In addition, the paper will summarize the guidelines used for component scoring measures, the weights applied to the measures and the calculation of the overall composite score.

The Department has assembled a task force of staff experts in highway design, construction, planning, economics, environmental analysis, and economic development to compile and analyze information that is to be used for the evaluation process for major projects.

Minimum Requirement

Only those projects that have either of the following traffic flow or safety deficiencies will meet the minimum requirement:

- The predicted level of service on significant portions of the highway shall be worse than level of service C in the design year.
- Safety on significant portions of the highway shall be worse than the statewide average for a similar highway type. Safety shall be identified using the crash rate or the severity proportions for the facility.

Measures

Measures are used to quantify the effect of the project in terms of achieving the Department's goals. These measures were developed to determine the impact of the project on highway users as well as their impacts on non-users of the highways. The measures are weighted to reflect the hierarchy of the Department's goals. The measures, their components and associated weights are shown in Figure 1. These measures will contribute points beyond the minimum score and will be used to place projects in relative rank order. The five measures include:

1. **Economic Measure (40%).** This process recognizes that the transportation infrastructure is vital to a strong economy. Major highway projects improve and strengthen the transportation infrastructure, reducing the cost of travel, while enhancing Wisconsin's ability to maintain and compete for jobs. The objectives of this measure are to identify the projects that will increase the competitiveness of existing businesses, increase the attractiveness for new businesses, and improve routes that are part of the Corridors 2030 or National Highway System network of highways. Therefore, the components of this measure include:
 - a) Identify Competitiveness of Existing Business. Lower travel costs serve to increase the competitiveness of existing businesses by allowing them to reduce prices within existing markets, expand market areas, and/or create capital (saved travel cost) that can be reinvested. The reduction of travel costs is measured by quantifying the long-term reduction in travel time, vehicle operating costs, and accidents that will result from each project. These benefits are then compared to the cost of constructing and maintaining the project. The potential of each project to increase competitiveness of existing businesses is measured by the degree to which benefits exceed the project's construction and maintenance costs. In addition, the Department also evaluates the existing businesses that will benefit from the project, which is measured by the number of business entities, and the amount of employment, population and tourism in the proposed or existing highway corridor.
 - b) Identify Attractiveness for New Business. Economic theory recognizes regional economic growth stemming from productivity and redistribution of jobs and incomes. A determination is made of the project's potential to increase the productivity of industry along the highway corridor. Greater consideration is given to projects that do not redistribute growth from one part of the state to another, and to projects that contain business with the ability to attract business from outside of the state. In addition, greater consideration is given to communities that are sufficiently organized to capitalize on the economic opportunities associated with the proposed project. The Department also explores and evaluates the unique circumstances or regional differences in the economic need and abilities of the communities affected by the project.

- c) Identify Routes That Provide Connections. The Department has identified a network of quality highways, which are critical to Wisconsin's economy. This network will consist of routes on three systems: 1) Corridors 2030 Backbone routes which include key multi-lane routes connecting major population and economic centers; 2) Corridors 2030 Connector routes which connect key communities and regional economic centers to the Backbone routes, and 3) National Highway System. A project on any of these three networks is given more points than one not on these networks.
2. **Traffic Flow Measure (20%).** Congestion can have adverse effects on the user's travel time, mobility, and maneuverability. Mobility and travel time are important to efficiently connect people to jobs and business to their customers, suppliers and markets. The objective of this measure is to quantify the existing and projected traffic flow problems on the highway system for each proposed project. Level of service is the qualitative measure of traffic flow used by The Transportation Research Board *Highway Capacity Manual* to define the operational conditions of the existing highway. To determine the level of service the existing highway is providing, traffic analyses are based on such performance measures as traffic density, traffic delay, and average travel speed. Six levels of service are defined in the *Highway Capacity Manual*, with level of service A representing the best operating conditions and level of service F the worst.
3. **Safety Measure (20%).** The evaluation process recognizes that transportation improvements can play an important role in improving the safety of Wisconsin's highways. Reducing the number of fatalities and injury crashes as well as the property and freight losses associated with these crashes has been and will continue to be a primary goal of the department. The objective of this measure is to identify the number and the severity of the crash problems on the highway system affected by each proposed major highway project. The components used to quantify this measure include:
- a) the crash rate which is calculated by the number of crashes divided by the number of hundred million vehicle miles traveled over the length of the highway system segments,
 - b) the severity proportion which is calculated by dividing the number of fatality and incapacitating injury crashes by the total crashes on the highway, and
 - c) a determination of the project's effect on the safety of pedestrians and bicyclists that use the facility.
4. **Environmental Measure (10%).** The evaluation process recognizes that highway projects can have effects on the quality of the human environment in the regions they serve. The objective of this measure is to evaluate environmental considerations associated with the proposed major highway project through summary information provided in a draft environmental impact statement or environmental assessment. Those projects that have larger net negative environmental effects for the following components will be scored lower:

- a) natural resources which include wetlands, uplands, flood plains, stream crossings and endangered species,
- b) physical resources which include air and sound quality, and contaminated sites,
- c) socio-economic resources including agricultural land, park land, residential and business development and
- d) cultural resources which include historic properties and archeological sites.

5. **Community Input Measure (10%).** The objective of this measure is to evaluate community support or opposition to a proposed major highway project through either of the following:

- a) quantifying public input through informational hearings and correspondence and
- b) determining if the proposed major highway project is consistent with metropolitan, local or regional transportation plans that have been adopted or reaffirmed in the last 5 years.

Composite Score

A combination of the five measures, weights for each of the measures and the minimum requirement shall be used to calculate a composite score for each proposed major highway project. Each measure shall have a maximum score of 100 points. The composite score shall have a maximum of 110 points. The minimum allowable score for a composite score is 10 points. Only those projects which have greater than 10 points may be recommended by the Department to the TPC. The following formula shall be used to determine the composite scores:

$$\text{Composite Score} = \beta_0(10 + \beta_1 \text{ economic measure} + \beta_2 \text{ safety measure} + \beta_3 \text{ traffic flow measure} + \beta_4 \text{ environmental measure} + \beta_5 \text{ community input measure})$$

where:

$\beta_0 = 1$ if the minimum requirements are met for either traffic flow or safety,
or

$= 0$ if the minimum requirements are not met for traffic flow and safety.

$\beta_1 =$ weight for the economic measure which shall be .40

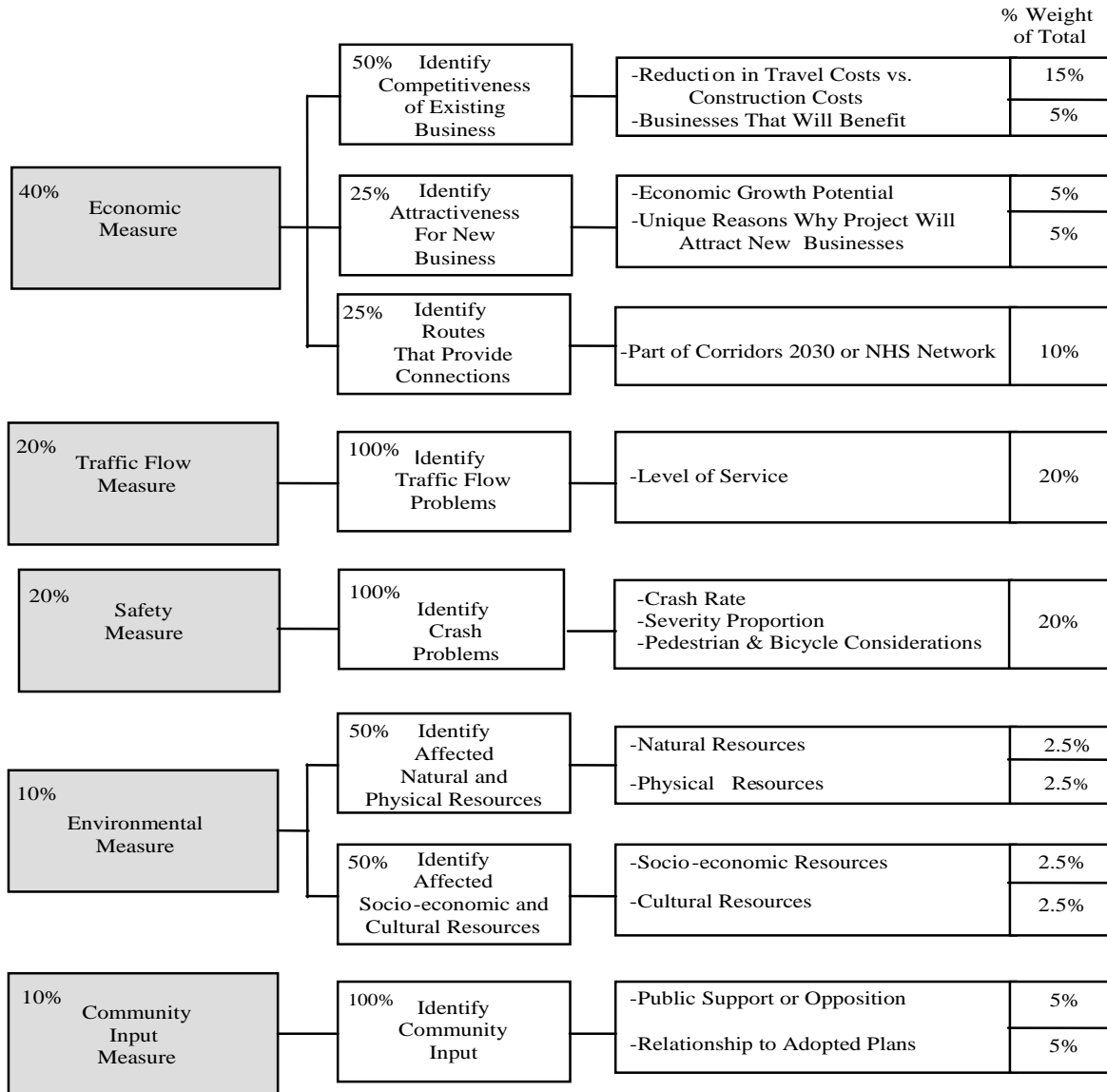
$\beta_2 =$ weight for the traffic flow measure which shall be .20

$\beta_3 =$ weight for the safety measure which shall be .20

$\beta_4 =$ weight for the environmental measure which shall be .10

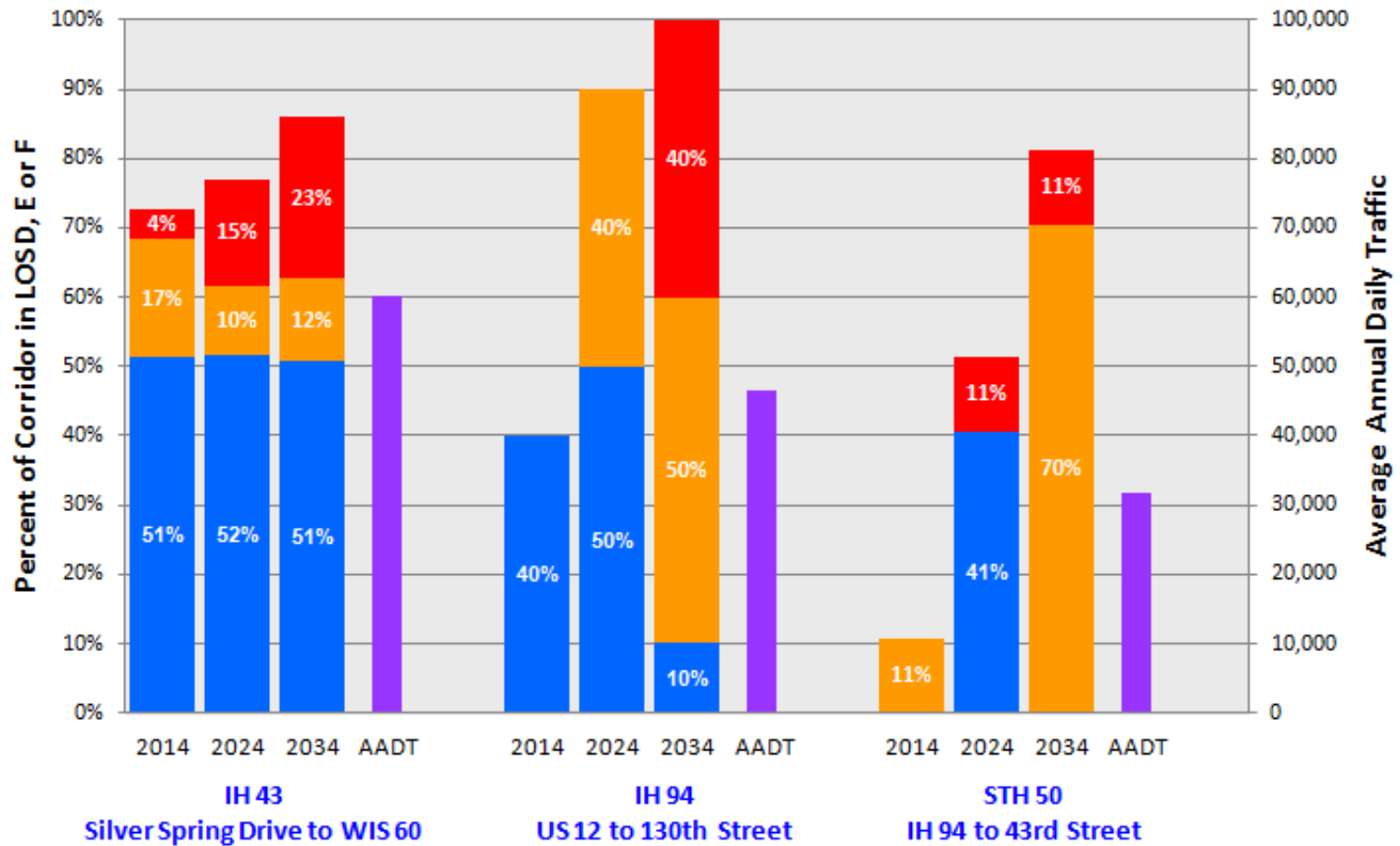
$\beta_5 =$ weight for the community input measure which shall be .10

**FIGURE 1
MAJOR HIGHWAY PROJECTS
EVALUATION PROCESS MEASURES**



Percent of Corridor with Congestion

■ LOS D
 ■ LOS E
 ■ LOS F
 ■ Current Wtd Avg AADT



Results of 2014 Candidate Major Project Numerical Evaluation

Project Summary					Minimum						Total	
Highway	Termini	Miles	Construction Cost (2014 millions \$'s)	Existing Traffic (AADT)	Requirement	Economy	Traffic Flow	Safety	Environment	Community	Score	
					Max Points->	10	40	20	20	10	10	110
IH 43	Silver Spring Drive -- WIS 60	14.0	\$448	48,000 - 84,000		10	40.0	20.0	20.0	7.2	8.1	105.3
IH 94	US 12 -- 130th Street	7.5	\$129	41,700 - 46,400		10	30.6	11.7	7.9	10.0	10.0	80.2

2014 Candidate Major Project Numerical Evaluation

