

2021

# Unified Planning Work Program



# JANESVILLE AREA

*Metropolitan Planning Organization (MPO)*

Technical Advisory Committee: October 20, 2020

Policy Board: November 9, 2020

# 2021 Janesville Area MPO Unified Planning Work Program (UPWP)

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# JANESVILLE AREA METROPOLITAN PLANNING ORGANIZATION (MPO)

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
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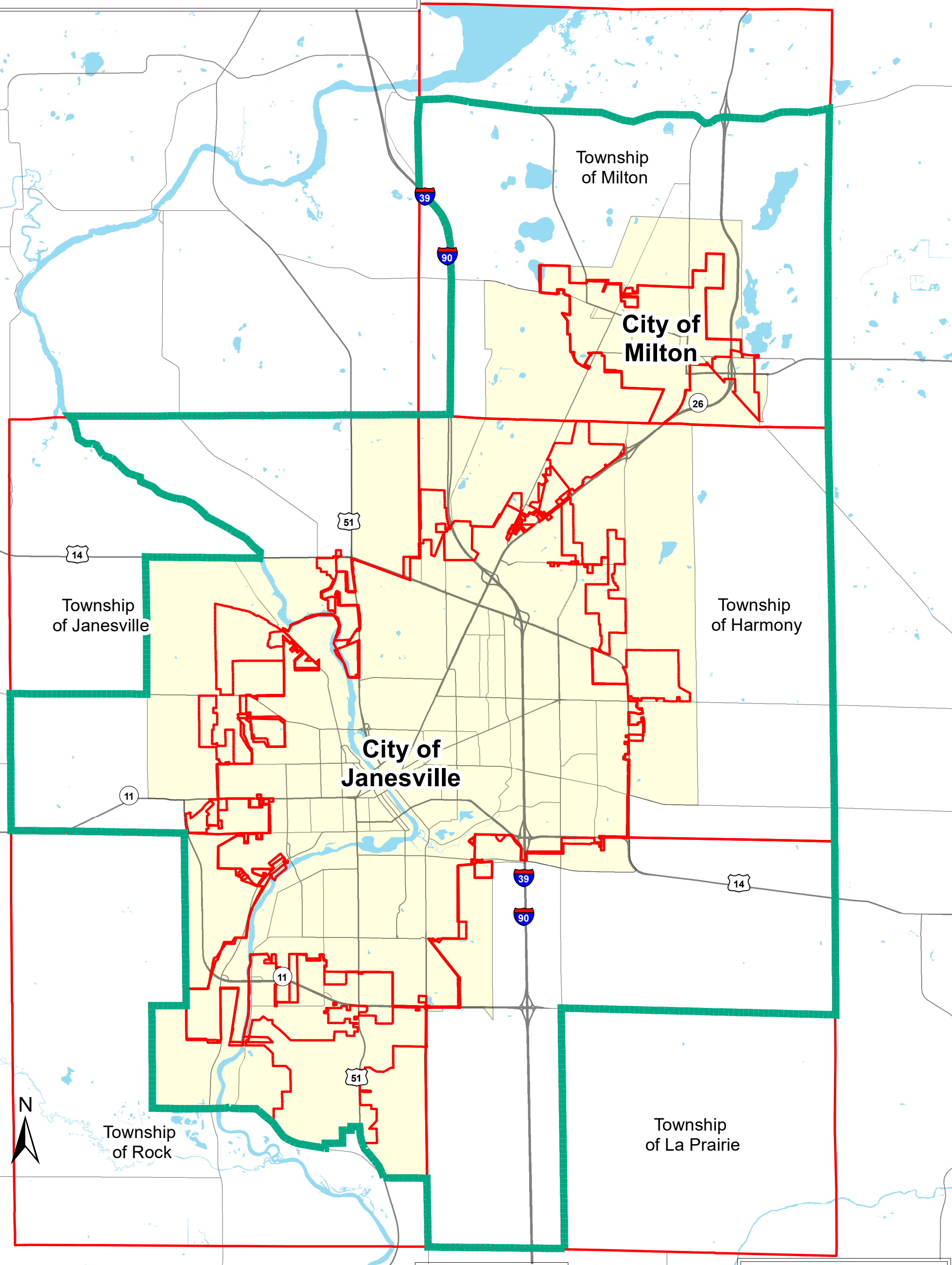
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 Metropolitan Planning Area (MPA)

 Adjusted Urbanized Area

 Municipal Boundaries



**Figure 1**

Janesville Area Metropolitan Planning Organization (MPO) Planning Boundaries



Minor Adjustment to Metropolitan Planning Boundary  
Approved 8/14/2017  
S:\Projects\MPO\Census\2016 Urbanized Area

# Background

## Introduction

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The 2021 Janesville Area MPO Unified Planning Work Program (UPWP) illustrates the work activities that the Janesville Area Metropolitan Planning Organization (MPO) will perform in calendar year 2021. The Janesville Area MPO is the designated MPO for the Janesville, Wisconsin Metropolitan Planning Area (MPA).

UPWPs are developed by local agencies and municipalities through a public participation process, a Technical Advisory Committee (TAC), and ultimately adopted by a Policy Board. The MPO seeks input from local municipalities and agencies, as well as the Wisconsin Department of Transportation (WisDOT), the Federal Highway Administration (FHWA), and the Federal Transit Administration (FTA) to inform the UPWP.

The UPWP illustrates how the MPO will implement the 2015-2050 Long Range Transportation Plan (LRTP) for the Janesville MPA, which was adopted by the MPO's Policy Board in May 2016 in accordance with the federal Fixing America's Surface Transportation (FAST) Act.

## About the UPWP

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The goal of the 2021 UPWP is to coordinate transportation projects and provide direction for transportation planning in the Janesville Area MPA in 2021. The MPA covers the Cities of Janesville and Milton, and parts of the Townships of Harmony, Milton, Janesville, La Prairie, and Rock. A map of the MPA, urbanized area, and municipal boundaries is located in Figure 1<sup>1</sup>.

The MPO is governed by a Policy Board consisting of the seven Janesville City Council members, the Janesville City Manager, the Mayor of Milton, a member from the Rock County Board of Supervisors, a representative from the WisDOT Southwest Region Office, and the chairs from the five member townships.

MPO planning funds are allocated to the Janesville Area MPO through a cost-sharing formula that is 80.0% federal, 3.9% state, and 16.1% local funds. The local funds are provided almost exclusively through the City of Janesville General Fund. The Janesville Area MPO also utilizes the services of Janesville city staff, consultants, and interns as appropriate.

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<sup>1</sup> Page 6

There are four elements to the 2021 UPWP: Program Administration, Long Range Transportation Planning, Short Range Transportation Planning, and the Transportation Improvement Program (TIP).

## Organization & Structure

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The Janesville Area MPO is authorized under a 2017 Cooperative Agreement for Continuing Transportation Planning for the Janesville Metropolitan Planning Area (referenced later in this document) between Janesville Area MPO, the State of Wisconsin Department of Transportation (WisDOT), the City of Janesville (Transit Operator), and by Section 134, Title 23, United States Code (23 USC 134).

The planning process is implemented through a committee structure. A Technical Advisory Committee (TAC) forwards recommendations to the Policy Board for consideration. Ad hoc subcommittees may be formed for specific projects or studies. Subcommittees report to the TAC. The roles of the TAC and MPO Policy Board are described below:

- **Technical Advisory Committee** – The TAC reviews, studies, and makes recommendations related to technical issues affecting study priorities and the transportation planning and programming process. The TAC is comprised of individuals representing the following agencies, organizations, and municipalities:
  - *Janesville City Manager's Office*
  - *Janesville Public Works Department*
  - *Janesville Engineering Division*
  - *Janesville Planning Division*
  - *Janesville Transit System*
  - *Milton City Administration*
  - *Milton Public Works*
  - *Rock County Planning, Economic, and Community Development Department*
  - *Rock County Public Works – Highway Division*
  - *Rock County Board of Supervisors*
  - *Stateline Area Transportation Study (SLATS) MPO*
  - *WisDOT*
  - *FHWA (Non-Voting)*
  - *FTA (Non-voting)*
  - *Rock Trail Coalition (Non-Voting)*
  - *Wisconsin & Southern Railroad (Non-voting)*
  - *Town of Harmony*
  - *Town of Rock*
  - *Town of Janesville*
  - *Town of La Prairie*
  - *Town of Milton*
- **MPO Policy Board** – The Policy Board is responsible for establishing overall policy decisions related to transportation funding priorities and monitoring the direction of studies of transportation conditions in the MPA. The Policy Board meets annually to approve the UPWP and Transportation Improvement Program (TIP), then as needed in order to approve amendments to the TIP and consider other business items. Members of the Policy Board are listed earlier in this document prior to the Table of Contents.



# Self-Certification with the Metropolitan Planning Process

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The MPO includes self-certification of the metropolitan planning process in accordance with 23 CFR 450.334(a) within the resolution adopting the UPWP. The Janesville Area MPO certifies that the metropolitan planning process is being carried out in accordance with all applicable requirements, including:

## 23 USC 134 and 49 USC 5303

- Current Documentation and approvals include the following:
  - **Transportation Plan (LRTP);** 2015-2050 Long Range Transportation Plan; adopted May 19, 2016;
  - **Transportation Improvement Program (TIP),** 2020-2025 Transportation Improvement Program; approved on November 9, 2020;
  - **Unified Planning Work Program (UPWP);** Janesville Area MPO Unified Planning Work Program; approved on November 9, 2020;
  - **Public Participation Plan (PPP);** Public Participation Plan; approved on November 29, 2017;
  - **MPO Cooperative Agreement;** WisDOT, Janesville Area MPO, and Janesville Transit System; March 3, 2017; and
  - **Metropolitan Planning Area Boundary;** Approved by the MPO and WisDOT on August 14, 2017.

## In non-attainment and maintenance areas, Sections 174 and 176 (c) and (d) of the Clean Air Act as amended (42 USC 7504, 7506 (c) and (d)) and 40 CFR part 93

- This requirement does not directly apply to the Janesville Area MPO as the MPA is not located in a non-attainment or maintenance area.

## Title VI of the Civil Rights Act of 1964, as amended (42 USC 2000d-1) and 49 CFR Part 21

- The MPO complies with this requirement through policies identified in the Public Participation Plan adopted on November 29, 2017, Environmental Consultation Plan adopted in November 2007, and the Janesville Area MPO Title VI Agreement between the MPO and WisDOT.

## 49 USC 5332, prohibiting discrimination on the basis of race, color, creed, national origin, sex, or age in employment or business opportunity

- The MPO complies with this requirement through policies identified in the Public Participation Plan adopted on November 29, 2017, Environmental Consultation Plan adopted in November 2007, and the Janesville Area MPO Title VI Agreement between the MPO and WisDOT.

## Section 1101(b) of the FAST Act (Pub. L. 114-357) and 49 CFR part 26 regarding the involvement of disadvantaged business enterprises in DOT-funded projects

- The Janesville Area MPO will follow WisDOT's federal approved Disadvantaged Business Enterprises (DBE) program when soliciting contractors to complete MPO projects using federal MPO planning funds.

## 23 CFR part 230, regarding the implementation of an equal opportunity program on Federal and Federal-aid highway construction contracts

- This requirement does not directly apply to the Janesville Area MPO as the MPO is not involved in federal or federal-aid highway construction contracts. The Janesville Area MPO does operate under the City of Janesville's Equal Opportunity in Employment and Service Delivery.

*The Older Americans Act, as amended (42 USC 6101), prohibiting discrimination on the basis of age in programs or activities receiving Federal financial assistance*

- The Janesville Area MPO complies with this requirement through policies identified in the *Public Participation Plan* adopted on November 29, 2017, *Environmental Consultation Plan* adopted in November 2007, and the *Janesville Area MPO Title VI Agreement* between the MPO and WisDOT, and through the City of Janesville's *Equal Opportunity in Employment and Service Delivery*.

*Section 324 of Title 23 USC regarding the prohibition of discrimination based on gender*

- The Janesville Area MPO complies with this requirement through policies identified in the *Public Participation Plan* adopted on November 29, 2017, *Environmental Consultation Plan* adopted in November 2007, and the *Janesville Area MPO Title VI Agreement* between the MPO and WisDOT, and through the City of Janesville's *Equal Opportunity in Employment and Service Delivery*.

*Section 504 of the Rehabilitation Act of 1973 (29 USC 794) and 49 CFR part 27 regarding discrimination against individuals with disabilities*

- The Janesville Area MPO complies with this federal requirement through the policies and actions identified in the Public Participation Plan approved on November 29, 2017. Policies and procedures are posted on the MPO website at <http://www.ci.janesville.wi.us/government/departments-divisions/public-works/planning-services/metropolitan-planning-organization-mpo/mpo-document-library> and in the City of Janesville Planning Division Office.

Resolution 2020-06, which adopts the Unified Planning Work Program for the Janesville Area MPO, is included in **Appendix A**. The signed Self-Certification is located in **Appendix D**.

## **Equality in Transportation Planning**

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The Janesville Area MPO is committed to the equal distribution of transportation programs and services. A Non-Discrimination Agreement between the MPO and WisDOT was signed in 2020. The agreement assures that no person shall on the grounds of race, color, national origin, and sex, be excluded from participation in, be denied the benefits of, or otherwise subjected to discrimination under any program or activity conducted by the MPO. The MPO Coordinator is the Title VI Coordinator responsible for initiating and monitoring Title VI activities and preparing required reports. The Title VI Program and Non-Discrimination Agreement may be viewed on the City of Janesville's website: <http://www.ci.janesville.wi.us/home/showdocument?id=3201>.

### *Public Participation*

- The MPO published its Public Participation Plan (PPP) in 2017. The 2021 UPWP was developed according to the PPP and all activities will be carried out in accordance with the PPP. The PPP may be found in the MPO document library here: <http://www.ci.janesville.wi.us/home/showdocument?id=8016>.

## Cooperative Agreement

- The Cooperative Agreement between the State of Wisconsin, Janesville Transit System, and the Janesville Area MPO was signed in 2017. The signed agreement may be found in the MPO document library at this link: <http://www.ci.janesville.wi.us/home/showdocument?id=8012>.

## **Work Program Changes & Amendments**

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If unanticipated changes in funding or work activities occur during the calendar year, the MPO may need to amend the UPWP. The magnitude of the change determines the need for an amendment. An amendment to the UPWP is required if changes meet any of the following criteria:

- **Funding** – *It becomes necessary to 1) add additional funds to perform existing or additional UPWP activities; 2) reduce funds or delete UPWP activities; and/or 3) transfer funds from one UPWP element to another element, in an amount equal to or greater than ten percent of the total UPWP programmed budget (i.e., \$21,000 or more).*
- **Work Activities** – *When there will be a significant change in work activities (e.g., change from having staff perform UPWP activities to hiring a consultant to perform UPWP activities, or a significant change in scope of work activities within a specific work element).*
- **FHWA Approval Letter Contingencies** – *Any additional contingencies included in the FHWA UPWP approval letter.*

## Work Program Amendment Process

- Similar to the annual UPWP, a draft copy of the UPWP Amendment should be sent to the following individuals for comment:
  - MPO Planning Liaison (WisDOT)
  - Travel Forecasting Liaison (WisDOT)
  - Regional MPO Liaison (WisDOT)
  - MPO/RPC Statewide Coordinator (WisDOT)
  - Division Planning Representative (FHWA)
  - Regional Representative (FTA)

After the MPO addresses review comments within the amendment, the MPO will obtain Policy Board approval through resolution and forward the amendment and resolution to WisDOT, FTA, and FHWA requesting final approval. UPWP amendments shall be forwarded to and approved by FHWA prior to incurring expenses subject to approval of the amendment.

The MPO will follow the PPP for public notice procedures prior to the Policy Board meeting. Notices in the local newspaper, website, and libraries will be distributed at least one week prior to the meeting.

# MPO Staff

The City of Janesville Public Works Department coordinates the functions of the Janesville Area MPO. **Table 1** details staff responsibilities and workloads anticipated for 2021.

Table 1: 2020 MPO Projected Staff Hours & Responsibilities			
MPO Staff	Title	Planning Tasks	Number of Hours devoted to MPO
Alexander Brown	MPO Coordinator	Short & Long range planning, Administration, TIP	1,872
Duane Cherek	Planning Director (MPO Director)	Short & Long Range Planning, Administrative oversight and management, Intergovernmental Coordination	312
Ahna Bizjak	Senior Engineer (Traffic)	Short & Long Range Planning, Intergovernmental Coordination, TIP	208
Mike Payne	City Engineer	Short & Long Range Planning, Intergovernmental Coordination, TIP	146
Paul Woodard	Public Works Director	Short & Long Range Planning, Administrative oversight and management, Intergovernmental Coordination	62
Matt McGrath	Senior Engineer	Short Range Planning	83
Lisa Wolf	Senior Engineer	Short Range Planning	21
Karissa Chapman	Engineer	Short Range Planning	62
Rebecca Smith	Transit Director	Transit Service Planning, TIP	21
Michael Bachmeyer	Assistant Transit Director	Transit Service Planning, TIP	10
Tera Barnett	Secretary	GIS (long-range), Administrative Support	42
Brian Schweigl	Senior Planner	Short Range Planning	42
Jon Wolfrath	Associate Planner	Short-Range Planning	21
Kirby Benz	GIS Coordinator	GIS (long-range)	104
Zach Pennycook	GIS Specialist	GIS (long-range)	104
Margaret Duerr	Administrative Assistant	GIS (long-range), Administrative Support	21
Seasonal Intern	MPO Intern	Short & Long Range Planning, TIP	600
Seasonal Intern	ADA Evaluation Unspecified Seasonal	Short Range Planning	600

# Janesville Area MPO Meeting Schedule

Table 2: Tentative MPO Meeting Dates			
January	April	July	October
WisDOT MPO/RPC Directors Meeting	WisDOT MPO/RPC Directors Meeting	WisDOT MPO/RPC Directors Meeting	WisDOT/MPO/RPC Conference
MPO Technical Advisory Committee Meeting	MPO Technical Advisory Committee Meeting	MPO Policy Board Meeting	MPO Technical Advisory Committee Meeting
February	May	August	November
MPO Policy Board Meeting	MPO Policy Board Meeting		MPO Policy Board Meeting
March	June	September	December
		Fall Work Program Meeting	Fall Work Program Meeting

All TAC meetings are tentatively scheduled for 10AM in Room 416 in Janesville City Hall. MPO Policy Board meetings, correspondingly, are tentatively held in Room 416, twenty or more days after the corresponding TAC meeting. Meetings will continue to be held in an entirely virtual or hybrid format for an undetermined period of time, depending on the status of the COVID-19 Pandemic.

All meetings hosted by the MPO are tentatively scheduled. To confirm the meeting date, time, and location, agendas and information packets will be sent out to all members of the TAC and Policy Board at least one week prior to the meeting.

## Planning Priorities, Metropolitan Planning Factors & Planning Emphasis Areas

The Federal FAST Act establishes the planning factors that MPOs must consider when developing transportation plans and programs. The ten metropolitan planning factors include the following:

1. Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency.
2. Increase the security of the transportation system for motorized and non-motorized users.
3. Increase the safety aspects of the transportation system for its users.
4. Increase the accessibility and mobility options available to people and for freight.
5. Protect and enhance the environment, promote energy conservation, and improve quality of life.
6. Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight
7. Promote efficient system management and operations.

8. Emphasize the preservation of the existing transportation system.
9. Improve the resiliency and reliability of the transportation system and reduce or mitigate stormwater impacts of surface transportation
10. Enhance travel and tourism.

Table 3: Janesville Area MPO Activities in Relation to FAST Act Planning Factors										
MPO Elements and Activities	Metropolitan Planning Factors									
	1	2	3	4	5	6	7	8	9	10
L RTP FAST Act Compliance	✓	✓	✓	✓	✓	✓	✓	✓	✓	
L RTP Implementation	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Bicycle & Pedestrian Plan Implementation	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Urbanized Area & Planning Boundary Maps						✓	✓	✓		
Performance Measures	✓	✓	✓			✓	✓	✓	✓	
State Highway Safety Planning	✓		✓		✓	✓	✓	✓	✓	✓
Standardizing Operations and Maintenance Issues	✓	✓	✓		✓	✓	✓	✓	✓	✓
Janesville Area MPO Assistance	✓	✓	✓	✓	✓	✓	✓	✓	✓	
Transportation Improvement Program	✓				✓	✓	✓	✓	✓	
Unified Planning Work Program	✓	✓	✓	✓	✓	✓	✓	✓		
Administration and Outreach	✓	✓	✓	✓	✓	✓	✓			✓

In March 2015, FHWA and FTA jointly issued Planning Emphasis Areas (PEAs). The PEAs are planning topical areas that should be emphasized as MPOs develop UPWPs. Tasks that meet the PEAs are indicated appropriately in the UPWP. The PEAs for Federal FY 2021 include the following:

MAP-21 Implementation

- **Transition to Performance Based Planning and Programming** – The development and implementation of a performance management approach to transportation planning and programming that supports the achievement of transportation system performance outcomes.

Regional Models of Cooperation

- **Promote cooperation and coordination across MPO boundaries and across State boundaries where appropriate to ensure a regional approach to transportation planning** – This is particularly important where more than one MPO or State serves an urbanized area or adjacent urbanized areas. This cooperation could occur through the metropolitan planning agreements that identify how the planning process and planning products will be coordinated, through the development of joint planning products, and/or by other locally determined means. Coordination across MPO and across State boundaries includes the coordination of transportation plans and programs, corridor studies, and projects across adjacent MPO and State boundaries. It also includes collaboration among State DOT(s), MPOs, and operators of public transportation on activities such as: data collection, data storage and analysis, analytical tools, and performance based planning.

Ladders of Opportunity

- **Access to essential services** – As part of the transportation planning process, identify transportation connectivity gaps in access to essential services. Essential services include housing, employment, health care, schools/education, and recreation. This emphasis area could include MPO and State identification of performance measure and analytical methods to measure the transportation system’s connectivity to essential services and the use of this information to identify gaps in the transportation system connectivity that preclude access of the public, including traditionally underserved populations, to essential services. It could also involve the identification of solutions to address those gaps.

# 2021 UPWP Activities

## Summary of Major 2020 Accomplishments

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- Completed the 2021-2026 TIP and the 2021 UPWP
- Processed three amendments to the 2020-2025 TIP
- Completed the following activities related to update of the LRTP:
  - Update of the Bicycle & Pedestrian Plan
  - Conducted public participation efforts relating to the LRTP
  - Update of Freight Element
  - Update of Transit Element
- Prioritized applications to the Transportation Alternatives Program (TAP)
- Attended WisDOT directors' meetings
- Began updating Public Participation Plan to account for virtual public engagement efforts during the COVID-19 pandemic.
- Prepared and submitted grant application for the development of a portion of the Fisher Creek Trail along Janesville's west side.
- Collected and analyzed performance data for indicators with updated data.
- Participated in I-39/90 Reconstruction Meetings
- Participated in Rock County Transportation Coordinating Committee Meetings.
- Participated in Rock County Traffic Safety Committee Meetings
- Completed inventory of bicycle parking facilities within the MPA
- Evaluated transportation facilities for ADA compliance within the public right-of-way in the City of Janesville (ongoing).
- Completed HSIP application for safety improvements at key intersection along the W Court Street Corridor (contract service)
- Provided GIS and other planning technical assistance to the City of Milton.
- Submitted application of Bronze Level Certification to the League of American Bicyclists on behalf of the City of Janesville
- Title VI and Environmental Justice Accomplishments:
  - Mapped locations of minority and low-income populations in relation to TIP Projects
  - Mapped locations of minority and low-income populations in relation to proposals in the Long-Range Transportation Plan
  - Held public information meetings in relation to TIP and Work Program
  - Began Environmental Consultation Efforts for update of LRTP.

All current 2020 work activities per the 2020 UPWP will be completed by December 31, 2020.



# Key Components of the 2021 UPWP

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- Implementation of LRTP policies and projects
- Complete and adopt the update of the 2020-2050 LRTP, constituting of the following activities
  - Completion of Streets & Highway Element
  - Environmental Justice Consultation
  - Public Comment Period
  - Final Plan adoption
- Implementation of 2017 Transit Development Plan
- Conduct 2021 Downtown Parking Study in the City of Janesville.
- Continue bicycle/pedestrian facility planning, including planning for the Ice Age Trail and WDNR applications.
- Complete amendment to the MPO Public Participation Plan to account for virtual opportunities for participation.
- Provide technical assistance to members of the MPO.<sup>2</sup>
- Continue to gather and update information needed for GIS system
- Continue to track and evaluate performance measures for those indicators that will be updated in 2021
- Assist participating communities in identifying and seeking funding for eligible projects.
- Work with Janesville and Beloit Transit System to identify solutions for maintaining of Beloit-Janesville Express.
- Participate in quarterly MPO/FHWA/WisDOT Director meetings to discuss planning, policy, financial, and technical issues and concerns.
- Prepare 2022-2027 TIP
- Prepare 2022 UPWP and Budget
- Work with WisDOT to implement Connections 2030, Wisconsin's comprehensive long-range multimodal transportation plan.<sup>3</sup>
- Work with WisDOT to implement State Freight Plan and State Highway Plan.<sup>4</sup>
- Work with WisDOT on development of statewide transportation plans including Connect 2050, Wisconsin Rail Plan 2050, and other planning efforts such as Transportation Demand Management.
- Assist WisDOT with grant applications, if needed.
- Participate in Rock County Transportation Coordination Committee meetings.
- Assist with update to and implementation of recommendations of the Rock County Coordinated Transportation Plan.
- Set and adopt 2021 Public Transportation Agency Safety Target.
- Participate in planning for I-39/90 expansion, including public participation, alternatives routes, interchanges, etc.
- Studying local transportation issues such as unsafe intersections, evaluating alternative solutions, and making related recommendation to the Janesville City Council.
- Participate in quarterly meetings of the Rock County Traffic Safety Commission, which reviews crashes and considers safety improvements.
- Attend applicable conferences and webinars, including the annual MPO/RPC conference.
- Continue self-evaluation of transportation facilities in the City of Janesville for ADA Compliance, including off-road facilities.
- Conduct MPO Road Safety Management Initiative for the MPA (contract services), which will identify the number and types of crashes in the MPA, identify potential treatments, and select candidates for future HSIP Applications.
- Development of MPO ESRI software group (contract services) to improve monitoring and reporting of performance measures, transportation asset management, and presentation of transportation planning throughout the MPA.

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<sup>2</sup> Planning Emphasis Area

<sup>3</sup> Ibid.

<sup>4</sup> Ibid.

**Table 4: 2021 Janesville Area MPO Budget Summary**

Budget			Funding Source					
	Total Dollars	Percent of Budget	FHWA	80%	WisDOT	3.9%	Local	16.1%
100 Program Administration	\$39,115	19%	\$31,292	80%	\$1,519	3.9%	\$6,304	16.1%
200 Long-Range Transportation Planning	\$47,470	23%	\$37,976	80%	\$1,843	3.9%	\$7,651	16.1%
300 Short Range Transportation Planning	\$112,696	54%	\$90,157	80%	\$4,376	3.9%	\$18,163	16.1%
400 Transportation Improvement Program	\$10,719	5%	\$8,575	80%	\$416	3.9%	\$1,728	16.1%
<b>Total</b>	<b>\$210,000</b>	<b>100%</b>	<b>\$168,000</b>	<b>80%</b>	<b>\$8,154</b>	<b>\$3.9%</b>	<b>\$33,846</b>	<b>16.1%</b>

## Program Element 100: Program Administration

### Objective

- Administrative activities include support to the Technical Advisory Committee and Policy Board, interagency coordination, professional training, UPWP and quarterly financial report development, technical support/local assistance, and general administration related to all projects (except TIP administration).

**Table 5: 100 Program Administration**

Activity	Outcome	Budget	Staff Hours	Schedule
Coordination	Prepare agendas and minutes for TAC and Policy Board meetings	\$15,129	428	Jan – Dec
	Meeting preparation and coordination			
	Distribute public notice/public information			
	Attend MPO Director meetings			
	Assist WisDOT with grant applications			
	Information & outreach			
Unified Planning Work Program	Attend adjoining municipalities' meetings	\$8,728	247	Jan – Dec
	Prepare four quarterly reports & invoices			Aug – Nov
	Prepare draft UPWP			Sept/Oct
Travel & Training	Attend meeting with WisDOT to review UPWP	\$5,237	148	Jan – Dec
	Attend planning workshops & training			
	Professional memberships, registration fees, and certifications			
Program Expense	Attend GIS training & Workshops	\$10,021	Expense Only	Jan-Dec
	MPO supplies, software, telephone, postage, printing, etc. Training fees and memberships dues. This is direct non-labor cost			
<b>Total</b>		<b>\$39,115</b>	<b>823</b>	

## Program Element 200: Long-Range Transportation Planning

### Objective

- The Long-Range Transportation Planning element covers preparation and distribution of data and reports related to the Janesville Area Long Range Transportation Plan, critical area planning, local staff support for highway & interstate corridor studies, further development of the GIS system, and other long range planning efforts including projects relating to items such as the riverfront, downtown, transit, and environmental justice. The element also includes the update and adoption of the LRTP – tentatively titled "2020-2050 Long Range Transportation Plan."

**Table 6: 200 Long-Range Transportation Planning**

Activity	Outcome	Budget	Staff Hours	Schedule
Long-Range Planning	Land use planning & forecasting	\$47,470	1,342	Jan – Dec
	Provide the members of the MPO with technical assistance as needed (i.e., map creation, data collection, data maintenance, document summarization, etc.)			
	Coordinate with WisDOT on MAP-21/FAST Act performance measurements and establishment of State and MPO Performance Targets			
	Collect performance measure data, analyze trends, evaluate policies and strategies to meet targets			
	Collect pavement condition data and analyze long-term trends			
GIS Management	Develop & maintain data layers pertinent to the MPO (i.e. urbanized areas, etc.)	\$47,470	1,342	Jan – Dec
	Create base maps to be used in current and future MPO projects			
	Update data and maps as needed (i.e., centerline files, city boundaries, town parcels, transit routes, sidewalk, trail, etc.)			
Environmental Justice	Map locations of minority, low-income, elderly, and disabled groups of the metropolitan planning area. *	\$47,470	1,342	Jan – Dec
	Continue to develop and/or enhance the MPO's capability for assessing impact distributions of transportation programs, policies, and activities established in the LRTP and TIP.			
	Develop and implement improved strategies for engaging minority, low-income, elderly, and disabled populations through public involvement.			
	Maintain DBE and Title VI Program as required by FTA			
L RTP Update	Complete update of the Long Range Transportation Plan	\$47,470	1,342	
<b>Total</b>		<b>\$47,470</b>	<b>1,342</b>	
<i>* Indicates designated Planning Emphasis Area</i>				

## Program Element 300: Short-Range Transportation Planning

### Objective

- The Short-Range Transportation Planning element entails implementation of the Long Range Transportation Plan, including activities such as data collection, traffic counts, surveys, research, graphic design for MPO reports and meetings, transportation report preparation, transit marketing consultation, and traffic studies. Short-Range Planning activities may be conducted by interns, temporary staff, or consulting firms.

**Table 7: 300 Short-Range Transportation Planning**

Activity	Outcome	Budget	Staff Hours	Schedule
Bike/Pedestrian	Bicycle & pedestrian education and encouragement efforts	\$16,461	466	Jan – Dec
	Assist in bike trail planning and scoping			
	Implement recommendations of LRTP			
Traffic, Intersection, Parking, Corridor Studies, State Projects, and Technical Assistance	Conduct, coordinate, and review traffic and intersection studies related to development and redevelopment	\$42,800	1,210	Jan – Dec
	Participate in Rock County Safety Committee			
	Conduct Downtown Parking Study in City of Janesville			
	Participate in Rock County Transportation Coordinating Committee (TCC)*			
	Participate in I-39/90 Reconstruction meetings*			
	Provide assistance to WisDOT regarding state projects*			
	Prepare funding information and grant applications			
	Provide plan assistance in low-income and minority areas*			
	Prepare and/or assist with miscellaneous studies and other activities			
	Continue ADA Self-evaluation of the City of Janesville			
MPO Road Safety Management Initiative (see page 16)	\$31,850	Contract services		
MPO ESRI Software Group (see page 16)	\$15,000			
Transit	Assist with grant preparation	\$6,585	186	Jan – Dec
	Assist with planning for maintenance of the Beloit-Janesville Express			
	Assist with developing public information materials such as maps for route detours			
	Assist with development of Rock County Coordinated Public Transit Human Service Plan.			
<b>Total</b>		<b>\$112,696</b>	<b>186</b>	

**Table 7: 300 Short-Range Transportation Planning**

Activity	Outcome	Budget	Staff Hours	Schedule
<i>* Indicates designated Planning Emphasis Area</i>				

## **Program Element 400: Transportation Improvement Program**

### Objective

- The Transportation Improvement Program (TIP) is a six-year list of highway, transit, bicycle, and pedestrian projects in the Janesville MPA. All transportation projects receiving federal funding within the MPA must be included within the TIP. Projects are solicited from MPO member jurisdictions and incorporated into the document. The draft TIP is reviewed by the MPO TAC and private transportation providers, and the general public is invited to offer comments on the projects. The TIP is then forwarded to the Policy Board for final approval.

**Table 8: 400 Transportation Improvement Program**

Activity	Outcome	Budget	Staff Hours	Schedule
TIP	Request projects and project changes from jurisdictions	\$10,719	303	Jul
	Prepare Draft TIP in compliance with FAST Act			Aug
	Review Draft TIP with WisDOT, FHWA, TAC & Policy Board			Aug – Oct
	Complete public participation requirements as outlined in the PPP			Jan – Dec
	Prepare Final TIP			Oct – Nov
	Amend TIP as needed			Jan – Dec
	Evaluate and adjust TIP Prioritization Process as needed			
<b>Total</b>		<b>\$10,719</b>	<b>303</b>	

# Performance Management

The FAST Act requires that states and MPOs coordinate in establishing specific performance targets and collaboratively work toward meeting these established targets. To date, WisDOT has set, and the MPO has agreed to targets for safety, transit asset management, reliability, pavement, and bridge conditions.

All other performance and indicators below are set in the 2015-2050 Long Range Transportation Plan (LRTP). These measures are subject to change based on future targets that may be set by WisDOT and the MPO. Underlined items are targets established by FHWA, FTA, and WisDOT, and all other targets/objectives are established in the LRTP.

**Table 9: Adopted Performance Measures and Performance Indicators, Janesville Area MPO**

*FAST Act Goal: Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency*

Target/Objective	Facility Type	Indicator	Data Source	Data Frequency	Justification
Increase of 3% in non-residents using trail system every three years	Bicycle; Pedestrian	Number of estimated trips per year	Triennial Trail User Survey	Triennial (last completed 2019)	Twenty-three percent increase from 2010 to 2013
Increase of 5% in total trail usage every three years					
Annual increase of 0.8% in annual ridership	Transit	Number of annual unlinked passenger trips	Janesville Transit System	Annual	Annual Average: 0.6%
Increase in freight tonnage	Freight	Tons of freight shipped within the region	Commodity Flow Survey; Rock County Airport	Five Years	Target set in Janesville Area LRTP

*FAST Act Goal: Emphasize the preservation of the existing transportation system*

Target/Objective	Facility Type	Indicator	Data Source	Data Frequency	Justification
Maintain majority of trail mileage in fair or better condition	Bicycle; Pedestrian	TBD	MPO jurisdictions	TBD	Industry standard
Decrease the number of miles of local street in poor or failed condition	Motorized	PASER Ratings	WISLR (WisDOT)	Biennial (last completed 2019)	Poor/failing roads increase cost to

**Table 9: Adopted Performance Measures and Performance Indicators, Janesville Area MPO**

					reconstruct
For I-39/90, 45% or more in "Good" Condition to be by 2021 and 5% or less in "poor condition by 2021	Motorized	Pavement Condition Index	WisDOT	Four Years	Target set by WisDOT, adopted by MPO
For non-interstate NHS, 20% or more in "Good condition by 2021 and 12% or less in "poor" condition by 2021	Motorized	Pavement Condition Index	WisDOT	Four Years	Target set by WisDOT, adopted by MPO
Replace local bridge structures rated below "50" within seven years	All modes	Highway Structures Information System	WisDOT	Biennial	Target set in Janesville Area LRTP
By 2021, 50% or more of NHS bridges by deck area in "Good condition, and 3% or less in "Poor" Condition	Motorized	Highway Structures Information System	WisDOT	Annual	Target set by WisDOT, adopted by MPO
Allow only the following percentages of rolling transit stock to meet or exceed useful life: <ul style="list-style-type: none"> <li>Automobiles: 20%</li> <li>Buses: 58%</li> <li>Cutaways: 54%</li> <li>Minivans: 47%</li> </ul>	Transit	Transit Asset Management Plan	WisDOT	Annual	2020 Target set by WisDOT and FTA, and subsequently adopted by MPO
Allow only 10% of transit facilities to be rated below a "3" on the condition scale					

**FAST Act Goal: *Promote efficient system management and operations***

Target/Objective	Facility Type	Indicator	Data Source	Data Frequency	Justification
Interstate: 90% of person-miles traveled are reliable by 2021.	Motorized	Planning Time Index	WisDOT	Annual	Target set by WisDOT, adopted by MPO
Non-interstate NHS: 86% of person-miles traveled are reliable by 2021.					
Freight Reliability: 1.60 Truck Travel Time Reliability Index on the Interstate by 2021.	Freight	Truck Travel Time Reliability Index	FHWA National Performance Management Research Data	Annual	Target set by WisDOT, adopted by MPO



**Table 9: Adopted Performance Measures and Performance Indicators, Janesville Area MPO**

FAST Act Goal: Increase the safety aspects of the transportation system for its users.					
Target/Objective	Facility Type	Indicator	Data Source	Data Frequency	Justification
Five percent reduction in injury crashes	Bicycle; Pedestrian	Number of crashes per year	TOPS Lab MV 4000	Annual	Target set by WisDOT, adopted by MPO
Five percent reduction in fatal crashes					
Two percent reduction in serious injury crashes	Motorized	Number of crashes per year	TOPS Lab MV 4000	Annual	Target set by WisDOT, adopted by MPO
Two percent reduction in fatal crashes					
Two percent reduction in rate of fatalities per 100 million VMT	Motorized	Number of crashes per year	WisDOT	Annual	Target set by WisDOT, adopted by MPO
Two percent reduction in rate of serious injuries per 100 million VMT					
Less than five preventable (transit) crashes per year	Transit	Number of preventable crashes per year	Janesville Transit System	Annual	JTS Target developed by MPO based on past performance
FAST Act Goal: Increase the security of the transportation system for motorized and non-motorized users.					
Target/Objective	Facility Type	Indicator	Data Source	Data Frequency	Justification
Secure transit facilities	Transit	Number of unlawful entries into transit facilities (i.e., break-ins)	Janesville Transit System	Variable	Target set in Janesville Area LRTP
		Percentage of buses with functioning security cameras			
FAST Act Goal: Increase the accessibility and mobility options available to people and for freight.					
Target/Objective	Facility Type	Indicator	Data Source	Data Frequency	Justification
Five percent reduction in sidewalk gaps every five years	Pedestrian	Number of miles of planned or recommended sidewalk	MPO	Five Years	Past Performance

0.86 Miles a year of new trail	Bicycle; Pedestrian	Number of miles of trail	MPO	Five Years	25.8 miles recommended over 35-year plan horizon (LRTP)
0.4 miles of new bike lane per year	Bicycle	Number of miles of bike lane	MPO	Variable	14 miles recommended over 35 year plan horizon (LRTP)
Service within a quarter mile of at least 90% of the populated areas within JTS service area	Transit	GIS and census block data	MPO	Annual	JTS standard since 2005
Service 6:15AM-6:15PM Monday-Friday; 8:45AM-6:15PM Saturday; headways 60 minutes or less for regular service	Transit	Revenue hours of service	Janesville Transit System	Variable	JTS Standard since 2005

**FAST Act Goal:** *Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight*

Target/Objective	Facility Type	Indicator	Data Source	Data Frequency	Justification
One hundred percent of public transit buses equipped with bike racks in ten years	Transit; Bicycle	Number or percentage of buses with bike racks	Janesville Transit System	Variable	Aging buses to be replaced within ten years
Encourage Park-and-Ride locations	Motorized	Number of Park-and-Ride Locations	WisDOT	Variable	Existing demand for Park-and-Ride Locations

**FAST Act Goal:** *Protect and enhance the environment, promote energy conservation, and improve quality of life.*

Target/Objective	Facility Type	Indicator	Data Source	Data Frequency	Justification
Increase biking and walking as mode to work to 3% over ten years	Pedestrian; Bicycle	American Community Survey 5-year Estimates	U.S. Census Bureau	Annual	Past Performance
Convert JTS bus fleet to CNG by 2035	Transit	Bus Fleet	Janesville Transit System	Variable	Based on LRTP Capital Plan
Decrease drive-alone work trips	Motorized	American Community Survey 5-year Estimates	U.S. Census Bureau	Annual	Past Performance
Improve Air Quality	Motorized	Air Quality Index	U.S. EPA	Annual	Trend in improving overall air quality

# Appendix A: Resolution Adopting the 2021 UPWP

## Resolution 2020-06

### Resolution Adopting the 2021 Unified Planning Work Program for the Janesville Metropolitan Planning Area

**WHEREAS**, the Janesville Area Metropolitan Planning Organization Policy Board is recognized by the Governor of Wisconsin, the Federal Highway Administration, and the Federal Transit Administration as the urban transportation planning policy body with responsibility for carrying out the urban transportation planning process in accordance with federal regulations.

**NOW THEREFORE BE IT RESOLVED**, that the Policy Board of the Janesville Area Metropolitan Planning Organization endorses the 2021 Unified Planning Work Program for the Janesville Metropolitan Planning Area as being consistent with the 2015-2050 Janesville Area Long Range Transportation Plan and the Janesville Transit System's Transit Development Plan of 2017.

**BE IT FURTHER RESOLVED**, that the Policy Board certifies that the requirements of Section 134 of Title 23, CFR 450 (the Federal Transit Administration's and Federal Highway Administration's regulations for urban transportation planning), Title VI of the Civil Rights Act of 1964, and the Title VI assurance executed by the State of Wisconsin under 23 U.S.C. 140 and 29 U.S.C. 794, sections 1101(b) of the Moving Ahead for Progress in the 21<sup>st</sup> Century Act (MAP-21)(P.L. 112-141) and ADA requirements are met.

**AND BE IT FURTHER RESOLVED**, that the Janesville Area Metropolitan Planning Organization Policy Board approved the 2021 Unified Planning Work Program.

**ADOPTED:** \_\_\_\_\_

**APPROVED:** \_\_\_\_\_  
(Chair, MPO Policy Board)

**ATTEST:** \_\_\_\_\_  
(MPO Director)

# Appendix B: Janesville Area MPO Cost Allocation Plan

This Plan describes how costs incurred by the City of Janesville are charged to the MPO. The MPO is housed within the Public Works Department of the City of Janesville. The MPO is located on the third floor of Janesville City Hall, and City employees carry out the planning activities of the MPO. MPO Costs include salary and benefits of city employees, telephone, printing, supplies, software, postage, and building costs. The City of Janesville seeks reimbursement for MPO related costs on a quarterly basis.

## Personnel

---

Personnel charges are directly applied to the MPO based on actual hours worked at each employee's fully burdened (salary & benefits) pay rate. Hours charged to the MPO are tracked using itemized timesheets.

## Postage

---

All postal charges are attributed to the designated accounts at the time of mailing. This is accomplished using paper tags attached to each mailing that assign the costs to the appropriate department.

## Telephone

---

Telephone expenses are directly allocated based on the number of lines. The MPO has two lines, therefore the MPO is charged for the actual costs of the two lines. There is also an allocation of Yellow Pages costs based on two lines out of a total of 163 lines.

## Copier

---

Colored copier costs are allocated to each department based on a past use study that estimated the per copy fee structure. The study indicated 11.53% of colored copies were attributable to the MPO.

## Other Supply Costs

---

Small supply costs such as pens, paper, folders, etc. are not charged to the MPO. The City of Janesville provides these supplies. Larger supply items, such as a new computer, may be charged to the MPO only if the use of the item is directly related to the MPO. One example would be the MPO Coordinator's computer. If the use of the supply item is to be used for non-MPO related functions, the cost of the item would be allocated to the MPO on a percentage basis it contributes to MPO planning functions.

## Indirect Costs

---

MPO 2021 detailed staff wages are as follows:

- **Wages:** \$124,886 (71.8%)
- **Wisconsin Retirement System (WRS):** \$7,531 (4.3%)
- **Federal Insurance Contributions Act (FICA):** \$9,555 (5.5%)
- **Health Insurance:** \$31,634 (18.2%)
- **Life Insurance:** \$335 (0.2%)
- **Total: \$173,941**

# Appendix C: Janesville Area MPO UPWP Checklist

## Cover PAGE

- 1. Name of MPO agency & area represented
- 2. FY of UPWP
- 3. Contact Information for MPO (Pg. ii)

## TITLE PAGE

- 4. Name of MPO Agency & area represented
- 5. Contact person & information
- 6. FY of UPWP
- 7. Agencies providing funds or support – including agencies' logos
- 8. USDOT Disclaimer
  - Introduction/preface

## 9. Table of Contents (Pg. iv)

## 10. MPO Approval Resolution-signed (Appendix A)

## 11. Self-Certification (signed) (Appendix D)

## 12. Prospectus (Pg. 6)

## 13. Committee Lists (responsibilities, meetings) (Pg. 7)

## 14. Staff: names, positions, and responsibilities with percentage of time they will spend on MPO work activities (Pg. 11)

## 15. Map: Regional MPO Coverage Area (Figure 1)

### 15a. Planning Boundary

### 15b. Urbanized Area Boundary

## 16. Ten Planning Factors (Pg. 12)

- ☒ 17. UPWP (Pgs.15-16)
  - ☒ 17a. Definition of UPWP purpose
  - ☒ 17b. Summary of previous Year's accomplishments
  - ☒ 17c. Status of current activities
- ☒ 18. Work Elements (description of major work products & tasks) (Pgs. 18-21)
  - ☒ 18a. UPWP
  - ☒ 18b. Administration
  - ☒ 18c. TIP: Development/Maintenance
  - ☒ 18d. LRTP – Development/Maintenance
  - ☒ 18g. Multimodal Planning
    - ☒ 18gi. Bicycle/Pedestrian
  - ☒ 18i. Public Involvement Plan – Update (N/A)
  - ☒ 18j. Surveillance (Data Collection)
  - ☒ 18k. Project/Corridor Studies
  - ☒ 18l. Special Studies (N/A)
  - ☒ 18m. TSM/TDM Planning (N/A)
  - ☒ 18n. TE Planning (N/A)
- ☒ 19. Performance Management (Pg. 22)
- ☒ 20. Summary of Budget Revenues (Pg. 17)
  - ☒ Budget Summary
  - ☒ Funding Sources
- ☒ 21. Indirect Cost Allocation Plan (Appendix B)
  - ☒ Direct Costs (Appendix B)
  - ☒ Indirect Costs (Appendix B)
  - ☒ Indirect Cost Rate Proposal (N/A)
- ☒ 22. Carry-over of unspent funds (N/A)

- 23. Current Signed Title VI Nondiscrimination Agreement (Pg. 9)
- 24. Link to current Title VI Program (Pg. 9)
- 25. Annual Meeting Schedule (Pg. 12)



# Appendix D: Signed Self-Certification

## Annual MPO Certification Self-Certification Language

In accordance with 23 CFR 450.334(a) the Janesville Area MPO hereby certifies that the metropolitan transportation planning process is addressing major issues facing the metropolitan planning area and is being conducted in accordance with applicable requirements of:

1. 23 USC 134 and 49 USC 5303, and this subpart;
2. In non-attainment and maintenance areas, Sections 174 and 176 (c) and (d) of the Clean Air Act as amended (42 USC 7504, 7506 (c) and (d)) and 40 CFR part 93;
3. Title VI of the Civil rights Act of 1964, as amended (42 USC 2000d-1) and 49 CFR part 21;
4. 49 USC 5332, prohibiting discrimination on the basis of race, color, creed, national origin, sex, or age in employment or business opportunity;
5. Section 1101(b) of the FAST Act (Pub. L. 114-357) and 49 CFR part 26 regarding the involvement of disadvantaged business enterprises in DOT funded projects; 23 CFR part 230, regarding the implementation of an equal employment opportunity program on Federal and Federal-aid highway construction contracts;
6. The provisions of the Americans with Disabilities Act of 1990 (42 USC 12101 et seq.) and 49 CFR Parts 27, 37, and 38;
7. The Older Americans Act, as amended (42 USC 6101), prohibiting discrimination on the basis of age in programs, or activities receiving Federal financial assistance;
8. Section 324 of Title 23, USC regarding the prohibition of discrimination based on gender; and
9. Section 504 of the Rehabilitation Act of 1973 (29 USC 794) and 49 CFR 27 regarding discrimination against individuals with disabilities.

**Date:** \_\_\_\_\_

**By:** \_\_\_\_\_  
(Chair, MPO Policy Board)

# Appendix E: Estimated LRTP Update Schedule

2020-2050 LONG-RANGE TRANSPORTATION PLAN <i>Estimated meeting &amp; review schedule</i>		
<i>Task</i>	<i>Review Session / Public Involvement</i>	<i>Tentative Dates</i>
<ul style="list-style-type: none"> <li>• Transit Element Update</li> </ul>	<ul style="list-style-type: none"> <li>• TAC Review October 2020</li> </ul>	Policy Board Updated November 2020
<ul style="list-style-type: none"> <li>• Streets &amp; Highway Update</li> </ul>	<ul style="list-style-type: none"> <li>• TAC Review Jan/Feb 2021</li> </ul>	Policy Board Updated Jan/Feb 2021
<ul style="list-style-type: none"> <li>• Environmental Justice Consultation</li> </ul>	<ul style="list-style-type: none"> <li>• Conducted Feb-April</li> </ul>	Public Comment Period to begin no later than April 16, 2021
Public Comment period for Review of Draft Plan (must be at least 30 days)		
<ul style="list-style-type: none"> <li>• Adoption of Janesville Area MPO Long-Range Transportation Plan</li> </ul>	<ul style="list-style-type: none"> <li>• Final TAC Review April 2021</li> </ul>	Policy Board Adoption on May 16, 2021



# JANESVILLE AREA

*Metropolitan Planning Organization (MPO)*

**2021 Janesville Area MPO Unified Planning Work Program (UPWP)**

**Janesville, WI**

Autumn 2020

Janesville Area Metropolitan Planning Organization (MPO)