

- 1. **Award No.** TBD
- 2. **Effective Date**  
See No. 17 Below
- 3. **Assistance Listings No.**  
20.933
- 4. **Award To**  
  
City of Milwaukee  
Department of Public Works  
  
Unique Entity Id.:  
TIN No.:
- 5. **Sponsoring Office**  
U.S. Department of Transportation  
Federal Highway Administration  
Office of Acquisition & Grants Management  
1200 New Jersey Avenue, SE  
HCFA-32, Mail Drop E62-204  
Washington, DC 20590
- 6. **Period of Performance**  
Effective Date of Award –  
June 28, 2023
- 7. **Total Amount**  
Federal Share: \$14,300,000  
Recipient Share: \$0  
Total: \$14,300,000
- 8. **Type of Agreement**  
Grant
- 9. **Authority**  
49 U.S.C. 6702; Infrastructure Investment and  
Jobs Act (Pub. L. No. 117-58, div. J, Nov. 15,  
2021); Consolidated Appropriations Act, 2023  
(Pub. L. 117-328, Dec. 29, 2022)
- 10. **Procurement Request No.**
- 11. **Federal Funds Obligated**  
\$0
- 12. **Submit Payment Requests To**  
See Article 18 of the General Terms and  
Conditions.
- 13. **Payment Office**  
See Article 18 of the General Terms and  
Conditions.
- 14. **Accounting and Appropriations Data**
- 15. **Description of Project** The project will make complete streets improvements on approximately 1.5 miles of West Villard Avenue from North Sherman Boulevard to the Oak Leaf Trail and N 20<sup>th</sup> Street Powerline Trail at North 20<sup>th</sup> Street, including raised bike lanes, raised intersections, curb extensions, bus bulbs, lighting and signal improvements, a pedestrian plaza, and other streetscaping enhancements

**RECIPIENT**

**16. Signature of Person Authorized to Sign**

**FEDERAL HIGHWAY ADMINISTRATION**

**17. Signature of Agreement Officer**

\_\_\_\_\_  
Signature Date  
Name:  
Title:

\_\_\_\_\_  
Signature Date  
Name:  
Title: Agreement Officer

**U.S. DEPARTMENT OF TRANSPORTATION**

**GRANT AGREEMENT UNDER THE  
FISCAL YEAR 2023 RAISE PROGRAM**

This agreement is between the United States Department of Transportation (the “USDOT”) and the **City of Milwaukee** (the “**Recipient**”).

This agreement reflects the selection of the Recipient to receive a RAISE Grant for the **Reimagining Villard Avenue**.

If schedule A to this agreement identifies a Designated Subrecipient, that Designated Subrecipient is also a party to this agreement, and the parties want the Designated Subrecipient to carry out the project with the Recipient’s assistance and oversight.

The parties therefore agree to the following:

**ARTICLE 1  
GENERAL TERMS AND CONDITIONS.**

**1.1 General Terms and Conditions.**

- (a) In this agreement, “**General Terms and Conditions**” means the content of the document titled “General Terms and Conditions Under the Fiscal Year 2023 RAISE Program: FHWA Projects,” dated June 23, 2023, which is available at <https://www.transportation.gov/policy-initiatives/raise/raise-grant-agreements>. The General Terms and Conditions reference the information contained in the schedules to this agreement. The General Terms and Conditions are part of this agreement.
- (b) The Recipient states that it has knowledge of the General Terms and Conditions.
- (c) The Recipient acknowledges that the General Terms and Conditions impose obligations on the Recipient and that the Recipient’s non-compliance with the General Terms and Conditions may result in remedial action, terminating of the RAISE Grant, disallowing costs incurred for the Project, requiring the Recipient to refund to the USDOT the RAISE Grant, and reporting the non-compliance in the Federal-government-wide integrity and performance system.

**ARTICLE 2  
SPECIAL TERMS AND CONDITIONS.**

[Choose the appropriate one of these two alternatives.]

[**Alternative #1:** If there are no special terms and conditions, then use the following:]

There are no special terms for this award.

[**Alternative #2:** If there are special terms and conditions, repeat and modify the following as needed:]

**2.1 [Special Term Title].**

[special term text]

**SCHEDULE A  
ADMINISTRATIVE INFORMATION**

**1. Application.**

Application Title: **Reimagining Villard Avenue – a New Street through Old Milwaukee**

Application Date: **2/28/2023**

**2. Recipient’s Unique Entity Identifier.**

See section 28.3 of the General Terms and Conditions.

**3. Recipient Contact(s).**

**David Tapia  
Major Projects Manager  
City of Milwaukee  
841 N Broadway, Room 902, Milwaukee, WI 53202  
(414) 286-2453  
dtapia@milwaukee.gov**

**4. Recipient Key Personnel.**

<b>Name</b>	<b>Title or Position</b>
<b>Jerrel Kruschke</b>	<b>Commissioner of Public Works</b>
<b>Kevin Muhs</b>	<b>City Engineer</b>
<b>Carl Rappelt</b>	<b>Business Operations Manager</b>

**5. USDOT Project Contact(s).**

**[enter name]**  
Agreement Officer (AO)  
Federal Highway Administration  
Office of Acquisition and Grants Management  
HCFA-32, Mail Stop E62-310  
1200 New Jersey Avenue, S.E.  
Washington, DC 20590  
**[enter telephone]**  
**[enter email address]**

and

**[enter name]**

Agreement Specialist (AS)  
Office of Acquisition and Grants Management  
HCFA-32, Mail Stop E62-204  
1200 New Jersey Avenue, S.E.  
Washington, DC 20590  
[enter telephone]  
[enter email]

and

**Nathan Kabir**  
Agreement Officer Representative (AOR)  
Transportation Engineer  
FHWA – Wisconsin Division  
525 Junction Road, Suite 8000, Madison, WI 53717  
+1 (608) 829-7515  
Nathan.kabir@dot.gov

and

[enter name]  
[enter job title]  
[enter office]  
[enter address]  
[enter telephone]  
[email address]

**6. Payment System.**

USDOT Payment System: DELPHI eInvoicing

**7. Office for Subaward and Contract Authorization.**

USDOT Office for Subaward and Contract Authorization: FHWA Office of Acquisition and Grants Management

**8. Federal Award Identification Number.**

See section 28.2 of the General Terms and Conditions.

**9. Designated Subrecipient.**

Designated Subrecipient:

## SCHEDULE B PROJECT ACTIVITIES

### 1. General Project Description.

This project will make complete streets improvements on approximately 1.5 miles of W Villard Avenue from N Sherman Boulevard to the Oak Leaf Trail and 20th Street Powerline Trail at N 20th Street, including raised bike lanes, raised intersections, curb extensions, bus bulbs, lighting and signal improvements, a pedestrian plaza, and other streetscaping enhancements.

### 2. Statement of Work.

#### Preliminary Engineering

- Design Reports
- Agency Coordination
- Environmental Documentation
- Preliminary & Final Plans, Specifications, Estimate, Bid Document Preparation
- Public Engagement & Outreach

#### Construction Engineering

- Remove and replace pavements (roadway, curb & gutter, sidewalk, driveways)
- Remove & replace concrete storm sewer (inlets, lateral pipes)
- Remove & replace traffic signals and street lighting
- Construct 5-foot asphaltic bike lanes

**SCHEDULE C  
AWARD DATES AND PROJECT SCHEDULE**

**1. Award Dates.**

Budget Period End Date: **12/31/2028**

Period of Performance End Date: See section 28.5 of the General Terms and Conditions

**2. Estimated Project Schedule.**

<b>Milestone</b>	<b>Schedule Date</b>
Planned Construction Substantial Completion and Open to Traffic Date:	<b>November 19, 2027</b> <b>May 31, 2028</b>
<b>Construction Complete:</b>	

**3. Special Milestone Deadlines.**

<b>Milestone</b>	<b>Deadline Date</b>
Railroad Coordination Agreement (Wisconsin & Southern)	<b>12/31/2025</b>
<b>Railroad Coordination Agreements (Soo Line/Canadian Pacific/Wisconsin &amp; Southern)</b>	<b>12/31/2005</b>
Climate Change & Environmental Justice Impacts	
Racial Equity & Barriers to Opportunity	
Labor & Work	

**SCHEDULE D  
AWARD AND PROJECT FINANCIAL INFORMATION**

**1. Award Amount.**

RAISE Grant Amount: \$14,300,000

**2. Federal Obligation Information.**

Federal Obligation Type: Multiple

<b>Obligation Condition Table</b>		
<b>Portion of the Project</b>	<b>Portion of the RAISE Grant</b>	<b>Obligation Condition</b>
Design Engineering	\$1,500,000	
Construction	\$12,800,000	[USDOT will describe the conditions]

**3. Approved Project Budget.**

<b>Eligible Project Costs</b>			
	<b>Design Engineering</b>	<b>Construction</b>	<b>Total</b>
RAISE Funds:	\$1,500,000	\$12,800,000	\$14,300,000
Other Federal Funds:	\$0	\$0	\$0
Non-Federal Funds:	\$0	\$0	\$0
<b>Total:</b>	<b>\$1,500,000</b>	<b>\$12,800,000</b>	<b>\$14,300,000</b>

**4. Cost Classification Table**

<b>Cost Classification</b>	<b>Total Costs</b>	<b>Non-RAISE Previously Incurred Costs</b>	<b>Eligible Costs</b>
Architectural and engineering fees	\$1,500,000	\$0	<b>\$1,500,000</b>
Project inspection fees	\$500,000	\$0	<b>\$500,000</b>
Construction	\$9,000,000	\$0	<b>\$9,000,000</b>
Contingency	\$3,300,000	\$0	<b>\$3,300,000</b>
<b>Project Total</b>	<b>\$14,300,000</b>	<b>\$0</b>	<b>\$14,300,000</b>



**5. Approved Pre-award Costs**

**None.** The USDOT has not approved under this award any pre-award costs under 2 C.F.R. 200.458.

## SCHEDULE E CHANGES FROM APPLICATION

**Scope:**

No Changes

**Schedule:**

Due to recent experience with railroad coordination and obtaining agreements, anticipate need to extend time for substantial completion of construction as shown below:

The table below compares the Project milestone dates.

Milestone	Application	Agreement
Planned Construction Substantial Completion and Open to Traffic Date:	4/1/2027	11/19/2027

**Budget:**

There are no other notable changes from the application.

The table below provides a summary comparison of the Project budget.

Fund Source	Application		Schedule D	
	\$	%	\$	%
<b>Previously Incurred Costs</b>				
Federal Funds				
Non-Federal Funds				
Total Previously Incurred Costs				
<b>Future Eligible Project Costs</b>				
RAISE Funds				
Other Federal Funds				
Non-Federal Funds				
Total Future Eligible Project Costs				
Total Project Costs				

**Other:**

**SCHEDULE F**  
**RAISE PROGRAM DESIGNATIONS**

**1. Urban or Rural Designation.**

Urban-Rural Designation: **Urban**

**2. Capital or Planning Designation.**

Capital-Planning Designation: **Capital**

**3. Historically Disadvantaged Community or Area of Persistent Poverty Designation.**

HDC or APP Designation: **Yes**

**4. Funding Act.**

Funding Act: **IIJA**

**5. Security Risk Designation.**

Security Risk Designation: **Low**

**SCHEDULE G**  
**RAISE PERFORMANCE MEASUREMENT INFORMATION**

**Study Area:**

W Villard Avenue from N Sherman Boulevard to North 20<sup>th</sup> Street

**Baseline Measurement Date:** 7/1/2026

**Baseline Report Date:** 9/1/2026

**Table 1: Performance Measure Table**

<b>Measure</b>	<b>Category and Description</b>	<b>Measurement Frequency</b>
Severe Crashes	Multiple Total Severe Crashes per Year	Annual
Bike and Pedestrian Volumes	Bicycle/Pedestrian Average Number of Bicycles or Pedestrians per Day	Quarterly

**Reserved.**

**SCHEDULE H  
CLIMATE CHANGE AND ENVIRONMENTAL JUSTICE IMPACTS**

**1. Consideration of Climate Change and Environmental Justice Impacts.**

The Recipient states that rows marked with “X” in the following table are accurate:

X	The Project significantly reduces transportation-related pollution, like air pollution and greenhouse gas emissions. <i>(Describe the expected reductions and how they are achieved in the supporting narrative below.)</i>
	The Project aligns with an applicable State, regional, or local carbon-reduction plan. <i>(Identify the plan in the supporting narrative below.)</i>
	The Project addresses the disproportionate negative environmental impacts of transportation, such as exposure to elevated levels of air, water, and noise pollution. <i>(Describe how in the supporting narrative below.)</i>
	The Project implements transportation-efficient land use and design, such as drawing on the features of historic towns and villages that had a mix of land uses, compact and walkable development patterns, accessible green space, and neighborhood centers. <i>(Describe how in the supporting narrative below.)</i>
	The Project shifts freight to lower-carbon travel modes to reduce emissions. <i>(Describe how in the supporting narrative below.)</i>
	The Project improves the resiliency of at-risk infrastructure to withstand extreme weather events and natural disasters caused by climate change, such as by using best-available climate data sets, information resources, and decision-support tools, and incorporating best practices identified by the USDOT. <i>(Identify the at-risk infrastructure and describe how the project improves its resiliency in the supporting narrative below.)</i>
	The Project incorporates energy efficient investments, such as electrification or zero emission vehicle infrastructure. <i>(Describe the energy efficient investments in the supporting narrative below.)</i>
	The Project redevelops brownfield sites. <i>(Identify the brownfield sites and describe the redevelopment in the supporting narrative below.)</i>
	The Project removes, replaces, or restores culverts to improve passage of aquatic species. <i>(Identify the affected culverts and describe how the changes will improve the passage of aquatic species in the supporting narrative below.)</i>
	The Project avoids adverse impacts to air or water quality, wetlands, and endangered species. <i>(Describe how in the supporting narrative below.)</i>

	The Project includes floodplain upgrades consistent with the Federal Flood Risk Management Standard in Executive Orders 14030 and 13690. <i>(Describe those floodplain upgrades in the supporting narrative below.)</i>
	The Recipient has taken other actions to consider climate change and environmental justice impacts of the Project. <i>(Describe those actions in the supporting narrative below.)</i>
	The Recipient has not yet taken actions to consider climate change and environmental justice impacts of the Project but, before beginning construction of the Project, will take relevant actions described in schedule B. <i>(Identify the relevant actions from schedule B in the supporting narrative below.)</i>
	The Recipient has not taken actions to consider climate change and environmental justice impacts of the Project and will not take those actions under this award.

**2. Supporting Narrative.**

Reducing Transportation-Related Pollution

Complete Streets improvements on Villard Avenue will increase active transportation along the corridor and provide a safer, more welcoming environment to walk, bike, and take transit. Prioritizing these travel modes will reduce VMT by an estimated 197 daily auto VMT, creating 167 new walking trips and 57 new biking trips per day. Typical automobiles with internal combustion engines expel emissions such as carbon dioxide (CO<sub>2</sub>), methane (CH<sub>4</sub>), and nitrous oxide (N<sub>2</sub>O). CO<sub>2</sub> makes up 95% of all transportation-related greenhouse gas emissions—those associated with climate change. Nationally, SOVs produce higher average greenhouse gas emissions per passenger mile (0.96 lb./mi.) than bus transit (0.64 lb./mi.). The Project will build an environment that encourages diversion of trips from SOVs to walking, biking, and transit along the corridor.

**SCHEDULE I  
RACIAL EQUITY AND BARRIERS TO OPPORTUNITY**

**1. Efforts to Improve Racial Equity and Reduce Barriers to Opportunity.**

The Recipient states that rows marked with “X” in the following table are accurate:

	The Project increases affordable transportation choices. <i>(Describe how in the supporting narrative below.)</i>
X	The Project expands active transportation usage. <i>(Describe how in the supporting narrative below.)</i>
	The Project significantly reduces vehicle dependence. <i>(Describe how in the supporting narrative below.)</i>
	The Project reduces transportation and housing cost burdens by integrating mixed use development and a diversity of housing types (including affordable housing) with multimodal transportation infrastructure. <i>(Describe how in the supporting narrative below.)</i>
	The Project coordinates and integrates land use, affordable housing, and transportation planning to create more livable communities and expand travel choices. <i>(Describe how in the supporting narrative below.)</i>
X	The Project reduces vehicle dependence and improves access to daily destinations, such as jobs, healthcare, grocery stores, schools, places of worship, recreation, or parks, such as by adding new facilities that promote walking or biking. <i>(Describe how in the supporting narrative below.)</i>
	The Project implements transit-oriented development that benefits existing residents and businesses. <i>(Describe how in the supporting narrative below, including a specific description of the benefits to <u>existing</u> residents and businesses.)</i>
	The Project mitigates urban heat islands to protect the health of at-risk residents, outdoor workers, and others. <i>(Describe how in the supporting narrative below.)</i>
	The Project proactively addresses racial equity. <i>(Describe how in the supporting narrative below.)</i>
	The Recipient has taken other actions related to the Project to improve racial equity and reduce barriers to opportunity. <i>(Describe those actions in the supporting narrative below.)</i>

	The Recipient has not yet taken actions related to the Project to improve racial equity and reduce barriers to opportunity but, before beginning construction of the Project, will take relevant actions described in schedule B. <i>(Identify the relevant actions from schedule B in the supporting narrative below.)</i>
	The Recipient has not taken actions related to the Project to improve racial equity and reduce barriers to opportunity and will not take those actions under this award.

**2. Supporting Narrative.**

Expanding Active Transportation Usage

The inequitable location of quality bike infrastructure in Milwaukee means that economically depressed and historically underserved neighborhoods lack access to safe bicycling facilities. This lack of access has led to reduced use of the on-street bikeways that are present. Residents have consistently commented that they are deterred from walking and biking due to safety concerns regarding reckless driving and lack of access.

The Project will connect to Milwaukee’s 85 miles of bike lanes, 50 miles of off-street trails, and 100 miles of designated on-street bike routes. A direct connection to the Oak Leaf Trail will be made near N 22nd Street and connections to the planned 20th Street Power Line and Beerline Trail extension will be made. The Oak Leaf Trail system provides access to the Ozaukee Inter-Urban Trail and the Hank Aaron State Trail. Further efforts are underway to establish off-street facilities along the 30th Street industrial corridor that extends northwest to cross Villard Avenue near 39th Street.

Reduce Vehicle Dependence & Improve Access to Destinations

Prioritizing safe walking and biking accommodations increases mobility, particularly for the nearly 24% of area households without access to a vehicle and for the community at-large which has suffered from historical disinvestment. The protected bike lanes and pedestrian enhancements such as bump-outs and high-visibility crosswalks make active modes more attractive to those who would otherwise be weary. The improved safety of the facilities on Villard Avenue will increase access for many residents while reducing the likelihood and severity of traffic crashes. The Project will provide safe and enjoyable access to the following planned and present off-street trails and park space near the project area.



**SCHEDULE J  
LABOR AND WORK**

**1. Efforts to Support Good-Paying Jobs and Strong Labor Standards**

The Recipient states that rows marked with “X” in the following table are accurate:

	The Recipient or a project partner promotes robust job creation by supporting good-paying jobs directly related to the project with free and fair choice to join a union. <i>(Describe robust job creation and identify the good-paying jobs in the supporting narrative below.)</i>
	The Recipient or a project partner will invest in high-quality workforce training programs such as registered apprenticeship programs to recruit, train, and retain skilled workers, and implement policies such as targeted hiring preferences. <i>(Describe the training programs in the supporting narrative below.)</i>
X	The Recipient or a project partner implements targeted hiring preferences that will promote the entry and retention of underrepresented populations into those jobs including women, people of color, and people with convictions. <i>(Describe the use of targeted hiring preferences that will promote the entry and retention of underrepresented populations in jobs in the supporting narrative below.)</i>
	The Recipient or a project partner will partner with high-quality workforce development programs with supportive services to help train, place, and retain underrepresented communities in good-paying jobs or registered apprenticeships including through the use of local and economic hiring preferences, linkage agreements with workforce programs that serve underrepresented groups, and proactive plans to prevent harassment. <i>(Describe the supportive services provided to trainees and employees, preferences, and policies in the supporting narrative below.)</i>
	The Recipient or a project partner will partner and engage with local unions or other worker-based organizations in the development and lifecycle of the project, including through evidence of project labor agreements and/or community benefit agreements. <i>(Describe the partnership or engagement with unions and/or other worker-based organizations and agreements in the supporting narrative below.)</i>
	The Recipient or a project partner will partner with communities or community groups representative of historically underrepresented groups to develop workforce strategies. <i>(Describe the partnership and workforce strategies in the supporting narrative below.)</i>

	The Recipient has taken other actions related to the Project to create good-paying jobs with the free and fair choice to join a union and incorporate strong labor standards. <i>(Describe those actions in the supporting narrative below.)</i>
	The Recipient has not yet taken actions related to the Project to create good-paying jobs with the free and fair choice to join a union and incorporate strong labor standards but, before beginning construction of the Project, will take relevant actions described in schedule B. <i>(Identify the relevant actions from schedule B in the supporting narrative below.)</i>
	The Recipient has not taken actions related to the Project to improve good-paying jobs and strong labor standards and will not take those actions under this award.

**2. Supporting Narrative.**

Implementing Targeted Hiring Preferences

The City of Milwaukee is committed to implement significant diversity and inclusion hiring goals for the design of and construction of the Project. This will include 18% of all professional design service spending to be allocated to Disadvantaged Business Enterprise (DBE), Small Business Enterprise (SBE) or Small Disadvantaged Business (SDB). A minimum of 20% of all construction spending will be allocated to DBE, SBE, and SDB. Lastly, 33% of all on-site construction hours to be performed by City of Milwaukee residents with these workers coming from individuals who are unemployed or underemployed; and living in the seven most economically depressed zip codes in Milwaukee.

**SCHEDULE K  
CIVIL RIGHTS AND TITLE VI**

**1. Recipient Type Designation.**

[Choose the appropriate one of these two alternatives.]

[**Alternative #1**, if either

(1) the Recipient has an award with same operating administration that makes the Recipient subject to the operating administration's Title VI requirements; or

(2) the Recipient had an award with same operating administration as a result of which the Recipient is already in compliance with the operating administration's Title VI requirements:]

Recipient Type Designation: Existing

Existing Award Program: [ Assistance Listing Number or Name for grant program ]

[**Alternative #2**:]

Recipient Type Designation: New

**2. Title VI Assessment Information.**

[Choose the appropriate one of these two alternatives.]

[**Alternative #1**, if the Recipient Type Designation is Existing:]

This section is not applicable because the Recipient Type Designation is "Existing."

[**Alternative #2**, if the Recipient Type Designation is New:]

Title VI Assessment Completion Date: [ insert date ]