



U.S. Department
of Transportation
**Federal Transit
Administration**

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July 18, 2024

The Honorable Ryan Sorenson
Mayor
City of Sheboygan
828 Center Ave. Ste. 300
Sheboygan, WI 53081

Re: Fiscal Year FY2024 Triennial Review– Final Report and Closeout Letter

Dear Mayor Sorenson:

I am pleased to provide you with a copy of this Federal Transit Administration (FTA) report as required by 49 U.S.C. Chapter 53. The enclosed final report documents the results of the FTA's FY2024 Triennial Review of the City of Sheboygan in Sheboygan, Wisconsin. Although not an audit, the Triennial Review is the FTA's assessment of the City of Sheboygan's compliance with Federal requirements, determined by examining a sample of award management and program implementation practices. As such, the Triennial Review is not intended as, nor does it constitute, a comprehensive and final review of compliance with program funding requirements.

Due to the Coronavirus 2019 (COVID-19) Public Health Emergency, the review was expanded to address the City of Sheboygan's compliance with the administrative relief and flexibilities FTA granted and the requirements of the COVID-19 relief funds received through the Coronavirus Aid, Relief, and Economic Security (CARES) Act, Coronavirus Response and Relief Supplemental Appropriations Act (CRRSAA) of 2021, and the American Rescue Plan (ARP) Act of 2021.

The Triennial Review focused on the City of Sheboygan's compliance in 23 areas. No deficiencies were found in any of the areas reviewed.

Thank you for your cooperation and assistance during this Triennial Review. Please consider your review to be closed.

If you need any technical assistance or have any questions, please do not hesitate to contact Mr. Evan Gross, Transportation Program Specialist, at 312-886-1619 or by email at evan.gross@dot.gov.

Sincerely,

A handwritten signature in black ink that reads "Kelley Brookins". The signature is written in a cursive, flowing style.

Kelley Brookins
Regional Administrator

Enclosure

cc: Derek Muench, City of Sheboygan
 Evan Gross, FTA
 Ayomide Komolafe, Milligan Consulting, LLC

Achievement of Excellence

presented to

City of Sheboygan

Sheboygan, WI



Federal Transit Administration
Region V

**Certificate for exemplary completion of a U.S. DOT FTA
Triennial Review during Fiscal Year 2024 presented to
federal-funded public transportation providers and agencies who had
no open final report findings in the areas examined.**

A handwritten signature in blue ink, reading 'Kelley Brookins', is positioned above a horizontal line.

Kelley Brookins, Regional Administrator

FINAL REPORT

FISCAL YEAR 2024
TRIENNIAL REVIEW

of

City of Sheboygan
Sheboygan, WI
ID: 2059

Performed for:

U.S. DEPARTMENT OF TRANSPORTATION
FEDERAL TRANSIT ADMINISTRATION
REGION 5

Prepared By:

Milligan Consulting, LLC

Desk Review Date: February 6, 2024
Scoping Meeting Date: March 19, 2024
Site Visit Entrance Conference Date: May 13, 2024
Site Visit Exit Conference Date: May 13, 2024
Final Report Date: July 18, 2024

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I. Executive Summary

This report documents the Federal Transit Administration's (FTA) Triennial Review of the City of Sheboygan in Sheboygan, Wisconsin. The FTA wants to ensure that awards are administered in accordance with the requirements of Federal public transportation law 49 U.S.C. Chapter 53. The review was performed by Milligan Consulting, LLC. During the site visit, the reviewers discussed the administrative and statutory requirements and reviewed recipient documents.

Due to the Coronavirus 2019 (COVID-19) Public Health Emergency, the FTA expanded the review to address the City of Sheboygan's compliance with the administrative relief and flexibilities that the FTA granted, and the requirements of the COVID-19 Relief funds received through the Coronavirus Aid, Relief, and Economic Security (CARES) Act, Coronavirus Response and Relief Supplemental Appropriations Act (CRRSAA) of 2021, and the American Rescue Plan (ARP) Act of 2021. The FTA also requested the City of Sheboygan share if and/or how it suspended, deviated from, or significantly updated or altered its transit program due to the public health emergency.

The Fiscal Year (FY) 2024 Triennial Review focused on the City of Sheboygan's compliance in 23 areas. Deficiencies related to the COVID-19 Relief funds have been clearly identified as part of the deficiency description in the respective review area. There were no deficiencies found in any of the areas reviewed.

II. Review Background and Process

1. Background

The United States Code, Chapter 53 of Title 49 (49 U.S.C. 5307(f)(2)) requires that “At least once every 3 years, the Secretary shall review and evaluate completely the performance of a recipient in carrying out the recipient’s program, specifically referring to compliance with statutory and administrative requirements...” The FTA performs this Triennial Review in accordance with its procedures (published in FTA Order 9010.1B, April 5, 1993).

The Triennial Review includes a review of the recipient’s compliance in 23 areas. The basic requirements for each of these areas are summarized in Section IV. The FTA contracts with experienced reviewers to lead and conduct the reviews, in partnership with the staff of the regional office.

This report presents the findings from the Triennial Review of the recipient. The review concentrated on procedures and practices employed since the recipient’s previous Triennial Review in 2021; however, coverage was extended to earlier periods as needed to assess the policies in place and the management of award funds. The specific documents reviewed and referenced in this report are available at the FTA’s Region 5 office or the recipient’s location.

2. Process

The Triennial Review includes a pre-review assessment, a desk review and scoping meeting with the FTA regional office, and a site visit to the recipient’s location. The FTA expanded this review to address the recipient’s compliance with the administrative relief and flexibilities that the FTA granted, and the requirements of the COVID-19 relief funds received through the CARES, CRRSAA, and ARP. The FTA also requested that the recipient share if and/or how it suspended, deviated from, or significantly updated or altered its transit program due to the public health emergency.

The FY 2024 process began with the regional office transmitting a notification of the review and a Recipient Information Request (RIR) to the recipient on January 2, 2024, indicating a review would be conducted. While the recipient prepared its response to the RIR, the regional office and review team conducted a desk review and a scoping meeting on February 6, 2024, and March 19, 2024, respectively. Regional office staff provided electronic files as necessary to the reviewers who also accessed recipient information in the FTA electronic award management systems: Transit Award Management System (TrAMS) and Oversight Tracking System (OTrak). Following the desk review and scoping meeting, the reviewers and the recipient corresponded and exchanged information and documentation in preparation for the site visit. Prior to the site visit, the reviewers sent to the recipient on April 29, 2024, an agenda package indicating the issues that would be discussed, records to be reviewed, and interviews to be conducted. The site visit to City of Sheboygan occurred on May 13, 2024 (entrance conference/exit conference).

The site visit began with an entrance conference, at which the reviewers and regional staff

discussed the purpose of the Triennial Review and the review process. The reviewers conducted additional interviews and reviewed documentation to evidence the recipient's compliance with FTA requirements.

Upon completion of the site visit, the reviewers and the FTA regional office staff provided a summary of preliminary findings to the recipient at the exit conference on May 13, 2024. Section VI of this report lists the individuals participating in the site visit.

3. Metrics

The metrics used to evaluate whether a recipient is meeting the requirements for each of the areas reviewed are:

- Not Deficient (ND): An area is considered not deficient if, during the review, nothing came to light that would indicate the requirements within the area reviewed were not met.
- Deficient (D): An area is considered deficient if any of the requirements within the area reviewed were not met.
- Not Applicable (NA): An area can be deemed not applicable if, after an initial assessment, the recipient does not conduct activities for which the requirements of the respective area would be applicable.

III. Recipient Description

1. Organization

Shoreline Metro, a department of the City of Sheboygan, is governed under the authority of the Sheboygan Transit Commission and managed by the Director of Transit & Parking. Shoreline Metro has been in service since 1972 and provides service in the communities of Sheboygan, Sheboygan Falls, and Kohler. Shoreline Metro operates in a small urbanized area, serving a population of 70,000.

Using a fleet of 16 fixed-route vehicles and 10 paratransit vehicles, Shoreline Metro operates a network of 10 fixed routes, complementary paratransit, and school bus tripper service during the school year. Service is offered Monday through Friday from 5:45 a.m. to 8:45 p.m. and Saturdays from 7:45 a.m. to 5:45 p.m. There is no service on Sundays. The basic adult fare for the fixed-route service is \$1.75. Seniors, persons with disabilities, and Medicare cardholders ride for \$0.85. Riders may also purchase daily, 6-pack, and monthly passes. Students within the Sheboygan Area School District ride free with proper identification.

Shoreline Metro's paratransit service, Metro Connection, provides two specialized, demand-response transportation services. The Americans with Disabilities Act (ADA) paratransit service is for persons with disabilities who cannot use the accessible fixed-route bus service. The County Elderly and Disabled Program is for customers living in the Sheboygan urban area and parts of rural Sheboygan County who are over the age of 60 or under the age of 60 with a qualifying disability. Service is offered the same days of the week and times as the fixed-route bus service. The fare is \$3.00 per one-way trip, and personal care attendants can ride free of charge.

Shoreline Metro operates from a single administration and maintenance facility located at 608 South Commerce Street. Shoreline Metro also has a transfer station and customer service office at 828 Pennsylvania Avenue. Both facilities are in the City of Sheboygan.

2. Award and Project Activity

Below is a list of the City of Sheboygan's open awards at the time of the review.

Award Number	Award Amount	Year Executed	Description
WI-2022-022	\$2,268,425	2022	Section 5339 and CMAQ Bus and Paratransit Vehicle Purchases
WI-2021-001	\$3,497,562	2020	Section 5307 CARES Act Operating and Capital
WI-2023-008	\$1,426,648	2023	Section 5307 ARPA Operating Assistance
WI-2024-002	\$1,629,378	2023	Section 5307 Operating Assistance for 2023

The City of Sheboygan received Supplemental Funds for operating assistance in award numbers WI-2023-008 and WI-2021-001. This is not the first Triennial Review the City of Sheboygan's received operating assistance from the FTA.

Projects Completed

In the past few years, the City of Sheboygan completed the following noteworthy projects:

- Purchased ten fixed-route, heavy-duty revenue service buses and six cutaway, medium-duty buses for paratransit and demand response service.

Ongoing Projects

The City of Sheboygan has no ongoing projects at this time.

Future Projects

The City of Sheboygan plans to pursue the following noteworthy projects in the next three to five years:

- Purchase five fixed-route, heavy-duty revenue service buses, two support vehicles, four paratransit vehicles, and a cutaway medium-duty bus.
- New fixed-route and complementary paratransit service.

IV. Results of the Review

1. Legal

Basic Requirement: The recipient must promptly notify the FTA of legal matters and additionally notify the USDOT Office of Inspector General (OIG) of any instances relating to false claims under the False Claims Act or fraud. Recipients must comply with restrictions on lobbying requirements.

Finding: During this Triennial Review of the City of Sheboygan, no deficiencies were found with the FTA requirements for Legal.

2. Financial Management and Capacity

Basic Requirement: The recipient must have financial policies and procedures; an organizational structure that defines, assigns, and delegates fiduciary authority; and financial management systems in place to manage, match, and charge only allowable costs to the award. The recipient must conduct the required Single Audits, as required by 2 CFR part 200, and provide financial oversight of subrecipients.

Finding: During this Triennial Review of the City of Sheboygan, no deficiencies were found with the FTA requirements for Financial Management and Capacity.

3. Technical Capacity – Award Management

Basic Requirement: The recipient must report progress of projects in awards to the FTA and close awards timely.

Finding: During this Triennial Review of the City of Sheboygan, no deficiencies were found with the FTA requirements for Technical Capacity – Award Management.

4. Technical Capacity – Program Management & Subrecipient Oversight

Basic Requirement: States must document and follow a public involvement process for the development of the long-range statewide transportation plan and State Transportation Improvement Program (STIP). Designated recipients of Sections 5310, 5311, and 5339 funds must develop and submit a State Management/Program Management Plan to the FTA for approval. Recipients must enter into an agreement with each subrecipient, obtain required certifications from subrecipients, report in the Federal Funding Accountability and Transparency Act Subaward Reporting System (FSRS) on subawards, and ensure subrecipients comply with the terms of the award.

Finding: During this Triennial Review of the City of Sheboygan, no deficiencies were found with the FTA requirements for Technical Capacity – Program Management & Subrecipient Oversight.

5. Technical Capacity – Project Management

Basic Requirement: The recipient must implement the FTA-funded projects in accordance with the award application, the FTA Master Agreement, and applicable laws and regulations using sound management practices.

Finding: During this Triennial Review of the City of Sheboygan, no deficiencies were found with the FTA requirements for Technical Capacity – Project Management.

6. Transit Asset Management

Basic Requirement: Recipients must comply with 49 CFR part 625 to ensure public transportation providers develop and implement transit asset management (TAM) plans.

Finding: During this Triennial Review of the City of Sheboygan, no deficiencies were found with the FTA requirements for TAM.

7. Satisfactory Continuing Control

Basic Requirement: The recipient must ensure that FTA-funded property will remain available and used for its originally authorized purpose throughout its useful life until disposition.

Finding: During this Triennial Review of the City of Sheboygan, no deficiencies were found with the FTA requirements for Satisfactory and Continuing Control.

8. Maintenance

Basic Requirement: Recipients must keep federally-funded vehicles, equipment, and facilities in good operating condition. Recipients must keep Americans with Disabilities Act (ADA) accessibility features on all vehicles, equipment, and facilities in good operating order.

Finding: During this Triennial Review of the City of Sheboygan, no deficiencies were found with the FTA requirements for Maintenance.

9. Procurement

Basic Requirement: The non-Federal entity must use its own documented procurement procedures which reflect applicable State, local, and tribal laws, and regulations, and conform to applicable Federal law and the standards identified in 2 CFR Part 200. With regard to the

procurement standards in 2 CFR Part 200, state recipients can use the state's overall policies and procedures, except that the state must comply with 2 CFR 200.321 (contracting with small and minority businesses (superseded by DOT's DBE regulation)), 200.322 (domestic preferences), 200.323 (procurement of recovered materials), and 200.327 (contract provisions). States also must comply with any requirement applicable to FTA recipients by reason other than a 2 CFR Part 200 procurement standard; for example, 49 U.S.C. 5325(a) requires recipients to conduct all procurement transactions in a manner that provides full and open competition, regardless of Part 200's allowance for states to use state procedures.

Finding: During this Triennial Review of the City of Sheboygan, no deficiencies were found with the FTA requirements for Procurement.

10. Disadvantaged Business Enterprise (DBE)

Basic Requirement: Recipients must comply with 49 CFR Part 26 to ensure nondiscrimination in the award and administration of USDOT-assisted contracts. Recipients also must create a level playing field on which DBEs can compete fairly for USDOT-assisted contracts.

Finding: During this Triennial Review of the City of Sheboygan, no deficiencies were found with the USDOT requirements for DBE.

11. Title VI

Basic Requirement: The recipient must ensure that no person shall, on the grounds of race, color, or national origin, be excluded from participating in, or be denied the benefits of, or be subject to discrimination under any program or activity receiving Federal financial assistance without regard to whether specific projects or services are federally funded. The recipient must ensure that all transit services and related benefits are distributed in an equitable manner.

Finding: During this Triennial Review of the City of Sheboygan, no deficiencies were found with the FTA requirements for Title VI.

12. Americans with Disabilities Act (ADA) – General

Basic Requirement: Titles II and III of the Americans with Disabilities Act of 1990 provide that no entity shall discriminate against an individual with a disability in connection with the provision of transportation service. The law sets forth specific requirements for vehicle and facility accessibility and the provision of service, including complementary paratransit service.

Finding: During this Triennial Review of the City of Sheboygan, no deficiencies were found with the USDOT requirements for ADA – General.

13. ADA – Complementary Paratransit

Basic Requirement: Under 49 CFR 37.121(a), each public entity operating a fixed-route system shall provide paratransit or other special service to individuals with disabilities that is comparable to the level of service provided to individuals without disabilities who use the fixed-route system. “Comparability” is determined by 49 CFR 37.123-37.133. Requirements for complementary paratransit do not apply to commuter bus, commuter rail, or intercity rail systems.

Finding: During this Triennial Review of the City of Sheboygan, no deficiencies were found with USDOT requirements for ADA – Complementary Paratransit.

14. Equal Employment Opportunity (EEO)

Basic Requirement: The recipient must ensure that no person in the United States shall on the grounds of race, color, religion, national origin, sex, age or disability be excluded from participating in, or denied the benefits of, or be subject to discrimination in employment under any project, program or activity receiving Federal financial assistance under the Federal transit laws.

Finding: During this Triennial Review of the City of Sheboygan, no deficiencies were found with the FTA requirements for EEO.

15. School Bus

Basic Requirement: Recipients are prohibited from providing school bus service in competition with private school bus operators unless the service qualifies and is approved by the FTA Administrator under an allowable exemption. Federally-funded equipment or facilities cannot be used to provide an exclusive school bus service.

Finding: During this Triennial Review of the City of Sheboygan, no deficiencies were found with the FTA requirements for School Bus.

16. Charter Bus

Basic Requirement: Recipients are prohibited from using the FTA-funded equipment and facilities to provide charter service that unfairly competes with private charter operators. Recipients may operate charter only when the service meets a specified exception defined in rule.

Finding: During this Triennial Review of the City of Sheboygan, no deficiencies were found with the FTA requirements for Charter Bus.

17. Drug Free Workplace Act

Basic Requirement: Recipients are required to maintain a drug free workplace for all award-related employees; report any convictions occurring in the workplace timely; and have an ongoing drug free awareness program.

Finding: During this Triennial Review of the City of Sheboygan, no deficiencies were found with the FTA requirements for the Drug-Free Workplace Act.

18. Drug and Alcohol Program

Basic Requirement: Recipients receiving Section 5307, 5309, 5311, or 5339 funds that have safety-sensitive employees must have a drug and alcohol testing program in place for such employees.

Finding: During this Triennial Review of the City of Sheboygan, no deficiencies were found with the FTA requirements for the Drug and Alcohol Program.

19. Section 5307 Program Requirements

Basic Requirement: The recipient must participate in the transportation planning process in accordance with Federal Transit Administration (FTA) requirements and the metropolitan and statewide planning regulations.

Recipients shall develop, publish, afford an opportunity for a public hearing on, and submit for approval, a program of projects (POP).

Recipients are expected to have a written, locally developed process for soliciting and considering public comment before raising a fare or carrying out a major transportation service reduction.

For fixed-route service supported with Section 5307 assistance, fares charged seniors, persons with disabilities or an individual presenting a Medicare card during off peak hours will not be more than one half the peak hour fares.

Finding: During this Triennial Review of the City of Sheboygan, no deficiencies were found with the FTA requirements for Section 5307 Program Requirements.

20. Section 5310 Program Requirements

Basic Requirement: Recipients must expend Section 5310 funds on eligible projects that meet the specific needs of seniors and individuals with disabilities. Projects selected for funding must be included in a locally developed, coordinated public transit-human services transportation plan. Recipients must approve all subrecipient leases of Section 5310-funded vehicles. Leases of

Section 5310-funded vehicles must include required terms and conditions. Either the recipient or subrecipient must hold the title to the leased vehicles.

Finding: This section only applies to recipients that receive Section 5310 funds directly from the FTA; therefore, the related requirements are not applicable to the Triennial Review of the City of Sheboygan.

21. Section 5311 Program Requirements

Basic Requirement: States must expend Section 5311 funds on eligible projects to support rural public transportation services and intercity bus transportation.

Finding: This section only applies to recipients that receive Section 5311 funds directly from the FTA; therefore, the related requirements are not applicable to the Triennial Review of the City of Sheboygan.

22. Public Transportation Agency Safety Plan (PTASP)

Basic Requirement: Recipients must comply with the Public Transportation Agency Safety Plan (PTASP) regulation (49 CFR Part 673) to ensure public transportation providers develop and implement an Agency Safety Plan (ASP).

Finding: During this Triennial Review of the City of Sheboygan, no deficiencies were found with the FTA requirements for PTASP Requirements.

23. Cybersecurity

Basic Requirement: Recipients that operate rail fixed guideway public transportation systems must certify compliance with the requirements for establishing a cybersecurity process under 49 U.S.C. § 5323(v), a new subsection added by the National Defense Authorization Act for Fiscal Year 2020, Pub. L. 116-92, § 7613 (Dec. 20, 2019).

Finding: This section only applies to recipients that operate rail fixed guideway public transportation systems; therefore, the related requirements are not applicable to the Triennial Review of the City of Sheboygan.

V. Summary of Findings

Review Area	Finding	Deficiency Code		Corrective Action	Response Due Date	Date Closed
		Code	Description			
1. Legal	ND					
2. Financial Management and Capacity	ND					
3. Technical Capacity – Award Management	ND					
4. Technical Capacity – Program Management and Subrecipient Oversight	ND					
5. Technical Capacity – Project Management	ND					
6. Transit Asset Management	ND					
7. Satisfactory Continuing Control	ND					
8. Maintenance	ND					
9. Procurement	ND					
10. Disadvantaged Business Enterprise	ND					
11. Title VI	ND					
12. Americans with Disabilities Act (ADA) – General	ND					

Review Area	Finding	Deficiency Code		Corrective Action	Response Due Date	Date Closed
		Code	Description			
13. ADA – Complementary Paratransit	ND					
14. Equal Employment Opportunity	ND					
15. School Bus	ND					
16. Charter Bus	ND					
17. Drug-Free Workplace	ND					
18. Drug and Alcohol Program	ND					
19. Section 5307 Program Requirements	ND					
20. Section 5310 Program Requirements	This section only applies to recipients that receive Section 5310 funds directly from the FTA; therefore, the related requirements are not applicable to the Triennial Review of the City of Sheboygan.					
21. Section 5311 Program Requirements	This section only applies to recipients that receive Section 5311 funds directly from the FTA; therefore, the related requirements are not applicable to the Triennial Review of the City of Sheboygan.					
22. Public Transportation Agency Safety Plan	ND					
23. Cybersecurity	This section only applies to recipients that operate rail fixed guideway public transportation systems; therefore, the related requirements are not applicable to the Triennial Review of the City of Sheboygan.					

The metrics used to evaluate whether a recipient is meeting the requirements for each of the areas reviewed are: Deficient (D)/Not Deficient (ND)/Not Applicable (NA)

VI. Attendees

Name	Title	Phone Number	E-mail Address
City of Sheboygan			
Derek Muench	Director of Transit	(920) 459-3140	Derek.muench@shorelinemetro.com
Casey Bradley	City Administrator	(920) 459-3315	Casey.bradley@sheboyganwi.gov
Kaitlyn Krueger	Finance Director	(920) 459-3304	Kaitlyn.krueger@sheboyganwi.gov
Bernie Rammer	Purchasing Agent	(920) 459-3304	Bernie.rammer@sheboyganwi.gov
Bruce Felten	Operations Supervisor / D&A Officer	(920) 459-3281	Bruce.felten@shorelinemetro.com
Carlie Jones	ADA Coordinator	(920) 459-3420	Carletta.jones@shorelinemetro.com
Bud Schultz	Safety/Training Coordinator	(920) 459-3281	Bud.schultz@shorelinemetro.com
Scott Navis	Maintenance Foreman	(920) 459-3283	Scott.navis@shorelinemetro.com
Heena Bhatt	Transportation Planner	(920) 448-2820	hbhatt@baylakerpc.org
FTA			
Stewart McKenzie	Director, Office of Financial Management and Program Oversight	(312) 353-2866	Stewart.Mckenzie@dot.gov
Evan Gross	Transportation Program Specialist	(312) 886-1619	Evan.Gross@dot.gov
Milligan Consulting, LLC			
Ketnah Parchment	Reviewer, Milligan Consulting, LLC	(267) 817-9113	Kparchment@miconsult.net
Ayomide Komolafe	Reviewer, Milligan Consulting, LLC	(267) 817-9127	Akomolafe@miconsult.net

VII. Appendices