

PROPOSED RESOLUTION NO. 13-18

**AMENDING THE TRANSPORTATION IMPROVEMENT PROGRAM FOR THE FOX CITIES (APPLETON) TRANSPORTATION MANAGEMENT AREA - 2018.**

**WHEREAS**, the East Central Wisconsin Regional Planning Commission, as the Metropolitan Planning Organization (MPO) for the Fox Cities Transportation Management Area, adopted the *2018 Transportation Improvement Program for the Fox Cities Transportation Management Area*, at the October 27, 2017 quarterly Commission meeting; and

**WHEREAS**, the Transportation Improvement Program was prepared to meet the requirements of the Fixing America's Surface Transportation Act: (FAST), as prescribed by federal regulations; and

**WHEREAS**, metropolitan planning organizations (MPOs) must annually establish calendar year targets for each of the five HSIP performance measures by either adopting their State DOT targets or commit to establishing quantifiable HSIP target(s) for the metropolitan planning area. Adopting the WisDOT targets means agreeing to plan and program projects so that they contribute to the accomplishment of WisDOT's HSIP target(s)

**WHEREAS**, all projects that use federal funds must appear in an adopted Transportation Improvement Program; and

**WHEREAS**, Valley Transit and WisDOT has requested the MPO advance the attached transportation projects in the Fox Cities Area:

**WHEREAS**, the MPO staff will prepare the appropriate documentation to meet federal and state requirements for any transportation project appearing in the TIP, **Now Therefore;**

**BE IT RESOLVED BY THE EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION:**

**SECTION 1.** That the Commission approves the amendment as presented to include the proposed project in the adopted 2018 Transportation Improvement Program for the Fox Cities Transportation Management Area.

Effective Date: April 27, 2018

Prepared for: Transportation Committee

Prepared By: David J. Moesch, Associate Transportation Planner

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Table 1: Fox Cities Transportation Management Area - Project Listing (2018-2021)

\*\* Funds are listed in Year of Expenditure \$.

\*\* Funds are obligated to projects approximately 6 weeks prior to LET date.

\*Amended 4/27/18\*

Primary Jurisdiction	Project Description	Type of Cost	2018			2019			2020			2021			Comments
			Fed	State	Local	Fed	State	Local	Fed	State	Local	Fed	State	Local	
			Total	Total	Total	Total	Total	Total	Total	Total	Total	Total	Total	Total	
WisDOT	Valley Transit Paratransit Service	DESIGN													
		ROW													
		CONST	76	0	20	96	0	0	0	0	0	0	0	0	
252-18-011	Section 5310	TOTAL	76	0	20	96	0	0	0	0	0	0	0	0	
WisDOT	Making the Ride Happen	DESIGN													
	Volunteer Driver Program	ROW													
		CONST	46	0	46	92	0	0	0	0	0	0	0	0	
252-18-012	Section 5310	TOTAL	46	0	46	92	0	0	0	0	0	0	0	0	
WisDOT	Making the Ride Happen	DESIGN													
	Mobility Management Program	ROW													
		CONST	55	0	13	68	0	0	0	0	0	0	0	0	
252-18-013	Section 5310	TOTAL	55	0	13	68	0	0	0	0	0	0	0	0	
WisDOT	Valley Transit	DESIGN													
	ITS System upgrade	ROW													
	Capital	CONST	440	0	110	550	0	0	0	0	0	0	0	0	
252-18-037	Section 5310 & 5307	TOTAL	440	0	110	550	0	0	0	0	0	0	0	0	
WisDOT	Valley Transit	DESIGN													
	New Replacement Buses - 15	ROW													
		CONST	6000	0	1500	7500	0	0	0	0	0	0	0	0	
252-18-038	Section 5339	TOTAL	6000	0	1500	7500	0	0	0	0	0	0	0	0	
WisDOT	WIS 55/Fond du Lac-Sherwood	PE													
	USH 151-WIS 114	ROW													
Outagamie	4050-24-60	CONST	1952	488	44	2484	0	0	0	0	0	0	0	0	
252-18-039	STP (P)	TOTAL	1952	488	44	2484	0	0	0	0	0	0	0	0	

\*Amended 4/27/18\*

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## PERFORMANCE MEASURES IN THE TRANSPORTATION IMPROVEMENT PROGRAM

### INTRODUCTION

As part of the latest federal transportation bills, MAP-21 and the FAST ACT, it is a requirement to incorporate performance based planning and programming into the development of the Metropolitan Planning Organization (MPO) Long-Range Transportation Plans (LRTP) and Transportation Improvement Programs (TIP). The Statewide and Nonmetropolitan Transportation Planning; Metropolitan Transportation Planning; Final Rule further defined the TIP shall include, to the maximum extent practicable, a description of the anticipated effect of the TIP toward achieving the 23 CFR 490 performance measures targets identified in the metropolitan transportation plan, linking investment priorities to those performance targets (23 CFR 450.326(d)).

Federal funding is provided for a wide range of transportation-related activities, including projects on higher function local roads not on the State Trunk Highway system, and local safety improvements. The program is funded through the federal Fixing America's Surface Transportation Act (FAST Act).

23 USC 150: National performance measure goals are:

- **Safety** - To achieve a significant reduction in traffic fatalities and serious injuries on all public roads
- **Infrastructure Condition** - To maintain the highway infrastructure asset system in a state of good repair
- **Congestion Reduction** - To achieve a significant reduction in congestion on the National Highway System
- **System Reliability** - To improve the efficiency of the surface transportation system
- **Freight Movement and Economic Vitality** - To improve the national freight network, strengthen the ability of rural communities to access national and international trade markets, and support regional economic development.
- **Environmental Sustainability** - To enhance the performance of the transportation system while protecting and enhancing the natural environment
- **Reduced Project Delivery Delays** - To reduce project costs, promote jobs and the economy, and expedite the movement of people and goods by accelerating project completion through eliminating delays in the project development and delivery process, including reducing regulatory burdens and improving agencies' work practices

More information on the National performance measure goals can be viewed at the Federal Highway Administration website link listed below.

<https://www.fhwa.dot.gov/tpm/about/goals.cfm>

East Central Wisconsin Regional Planning Commission being the designated Metropolitan Planning Organization (MPO) for the Fox Cities (Appleton) Transportation Management Area has been planning using performance measures in one way or another for many years. The Long Range Transportation/Land Use Plan for 2050 addressed performance measures as a new requirement as a part of the federal MAP-21 transportation legislation. Staff at the MPO has been tracking and updating data as it becomes available. The goals identified above have been incorporated into the policies and performance measures monitored in the LRTP. The Long Range Transportation/Land Use Plan was adopted on October 30, 2015 and can be viewed at the following link to the MPO website.

<http://www.ecwrpc.org/wp-content/uploads/2017/01/2015-2050-FC-LRTP.pdf>

Performance measures for the MPO Area were also in part developed out of recommendations/strategies from the Appleton (Fox Cities) Congestion Management Process (CMP) document. There are strong similarities between the objectives outlined in the CMP to that of the TIP and LRTP for the Fox Cities which naturally facilitate its integration into the larger transportation planning process. It is also important that there be an agreed upon level of consistency of the goals and objectives between the CMP, TIP and LRTP. The CMP as a stand-alone document provides guidance in the selection of projects for the 4 year TIPs. The TIPs consequently impact which projects are initiated in both the short and long term future, which ultimately impacts the status of the LRTP. It is vital that these plans work together to meet the demands of the regional transportation network.

Performance measurements are a powerful set of tools for building accountability of the CMP. They also provide a means of identifying priorities by creating a roadmap to address them. More specifically, these priorities recognize, assess, and communicate the importance of congestion within the region. Performance measures allow the Appleton TMA to adequately gauge the system performance in order to identify congestion related problems and communicate this information to the public and effectively engage residents of the Appleton TMA. Performance measures use statistical evidence to determine current congestion conditions and assist the TMA advance their identified vision, goals and objectives within the larger CMP. It is important to note that performance measures can adapt or change over time to better reflect the needs of the TMA.

In addition, the CMP document will be incorporated in the development of future versions of the LRTP and TIP for the Appleton TMA by calling upon the performance measures explicitly described within the plan and concepts presented throughout the document. Specifically, the performance measures and targets within the CMP will assist ECWRPC staff in the development of appropriate actions and recommendations/policies for the Appleton TMA on behalf of the LRTP and TIP documents. The CMP will also be utilized by the Appleton TMA Technical Policy Advisory Committees for decision-making purposes. More broadly, ECWRPC staff hopes that the data gathered will be useful to other area municipalities when making transportation related decisions. East Central completed the Congestion Management Process Plan in 2013 and the full document can be viewed at the website link listed below.

<http://www.ecwrpc.org/programs/fox-cities-and-oshkosh-mpo/congestion-management-process/>

East Central has always used appropriate scoring criteria for ranking and selecting projects for the Surface Transportation Block Grant – Urban Program (STBG-U) in the Transportation

Improvement Program and for the Transportation Alternatives Program (TAP). The ranking criteria for these federal programs use scoring systems that are tied to the LRTP goals and policies. The TIP evaluates short range projects based on criteria that include: plan consistency, preservation of existing systems, pavement condition, capacity needs, safety, multimodality, freight, transit improvements, bike/pedestrian improvements and planned capital improvement programming. Projects will be scored on a set number of points for each category, resulting in a project ranking and recommendation list for the TIP. The Transportation Improvement Program for the Fox Cities (Appleton) Transportation Management Area – 2018 can be viewed at the following link.

<http://www.ecwrpc.org/programs/fox-cities-and-oshkosh-mpo/transportation-improvement-program/>

## SETTING TARGETS FOR PERFORMANCE MEASURES

According to the requirement for the federal performance measure management process, targets are set for national performance measures on a schedule based on when the measures were finalized. In this case, the Wisconsin Department of Transportation must report to the USDOT on the progress in achieving the targets for each measure. The Wisconsin Department of Transportation is the first to set their performance measure targets in coordination with MPOs, from there the MPOs can choose to set their own targets or support the measures WisDOT have adopted. In Wisconsin, most MPOs have chosen to follow and support WisDOT and their performance measure targets.

The U.S. Department of Transportation established five performance measures for the Highway Safety Improvement Program (HSIP) within the National Performance Management Measures Highway Safety Improvement Program. The Wisconsin Department of Transportation (WisDOT) established statewide calendar year 2018 targets for each of the five HSIP performance measures in accordance with 23 CFR 490.209; and that was approved at the state level on August 31, 2017. The WisDOT targets are:

- Number of fatalities < 556.1 (2% reduction from 2012-'16 average)
- Rate of fatalities < 0.917 per 100 million vehicle miles traveled (VMT) (2% reduction from 2012-'16 average)
- Number of serious injuries < 3,023 (5% reduction from 2012-'16 average)
- Rate of serious injuries < 4.997 per 100 million VMT (5% reduction from 2012-'16 average)
- Number of non-motorized fatalities and non-motorized serious injuries < 343.3 (5% reduction from 2012-'16 average)

East Central Wisconsin Regional Planning Commission agreed to adopt the targets and they were approved by formal resolution on January 26, 2018. Staff will work closely with the Wisconsin Department of Transportation and will plan and program projects so that they contribute toward the accomplishment of the WisDOT's calendar year 2018 HSIP targets. Performance measures such as pavement and bridge condition, travel time reliability on the

National Highway System, truck travel time reliability, transit vehicle and facilities condition will be set in the next update cycle and will continue to be monitored in the future Transportation Improvement Programs (TIPs).

## **LINK OF INVESTMENTS TO PERFORMANCE MEASURES**

Federal planning requirements for metropolitan planning organizations for the long range transportation plan (LRTP) and transportation improvement programs (TIPs) are to include a description of the effects of these documents towards meeting the transportation system performance measure targets that were established. The next section outlines projects with investment priorities to those with safety benefits to the transportation system. Projects are programmed in the first 4 years of the TIP will assist WisDOT in achieving the safety performance measure targets. As more performance measures are developed a more thorough analysis will be adopted.

## **ANALYSIS OF SAFETY PROJECTS IN THE TIP**

### **Highway Safety Improvement (HSIP) Projects**

There is one Highway Safety Improvement Program project programmed in the Appleton Transportation Management Area.

- The County Trunk Highway CB and Oakridge Road intersection will be reconstructed as a roundabout in 2019. There were 3 reported fatalities and numerous crashes in recent years that prompted the local officials to get this project approved for improvement. This project will improve sight distance and slow traffic from higher speeds. This project will also reduce the number of conflict points between motorized and non-motorized cyclists and pedestrians. Roundabouts typically reduce the rate of angle and injury crashes, and the lower speeds will likely result in less severe crashes.

### **Major Infrastructure Projects**

The 2018-2021 TIP contains two major infrastructure projects that will add capacity and improve safety to the transportation system.

- The USH 10/I41/WIS 441 project expansion is the largest in the existing program. The project spans 6 miles and the limits of this project are from CTH CB on the west and Oneida Street Interchange on the east. This project began in 2012 with design and will continue through 2019 with construction of the diverging diamond interchange being built at the Oneida Street Interchange with USH10/WIS 441. Also, the project included the addition of a new parallel bridge south of the Roland Campo bridge, finishing all possible movements at the I41 interchange, the reconstruction of 5 interchanges, 4 roundabouts, and adding 15 traffic cameras for operations.
- The WIS 15 Majors project is an important regional route that connects the Appleton metropolitan area with Greenville, Hortonville, New London, and other local communities. Traffic forecasts along the corridor exceed the threshold for a 4-lane facility and analysis shows that without an expansion, WIS 15 has a failing

level of service by 2040. In addition, heavy regional traffic currently conflicts with local traffic through the village of Hortonville. Studies show 75% of eastbound traffic and 52% of westbound traffic have destinations beyond Hortonville. A WIS 15 bypass of Hortonville is needed to separate the regional and local traffic. Expansion of existing WIS 15 through the village is not an option due to narrow corridor and severe business/property impacts. Safety is a major concern along the corridor as crash data shows the WIS 15 segments east and west of Hortonville both have a crash rate higher than the statewide average for a rural 2-lane highway. Roughly 300 existing access points along WIS 15 and growing traffic volumes contribute to increasing conflicts along the corridor. Changes in the roadway design will help to reduce safety and crash related issues.

### **Surface Transportation Block Grant Program – Urban Projects**

The 2018-2021 TIP contains five projects that are programmed for construction. These projects use ranking criteria to prioritize for funding. The criteria include plan consistency, preservation of the system, capacity needs, safety, and multimodality. Improvements can include adding more lanes at intersections, maximizing total width of roadways to add bicycle lanes. Use frontage roads to direct local traffic to major intersections. Also, reduce the number of conflict points between motorized and non-motorized transit and pedestrians, and install safe, highly visible crosswalks.

### **Pedestrian/Bicycle Safety Education Programs**

East Central Wisconsin Regional Planning Commission also runs a federally funded regional Safe Routes to School Program that has 157 schools that participate. This program is funded through the Transportation Alternatives Program (TAP) and has an extensive pedestrian and bicycle safety education curriculum.

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