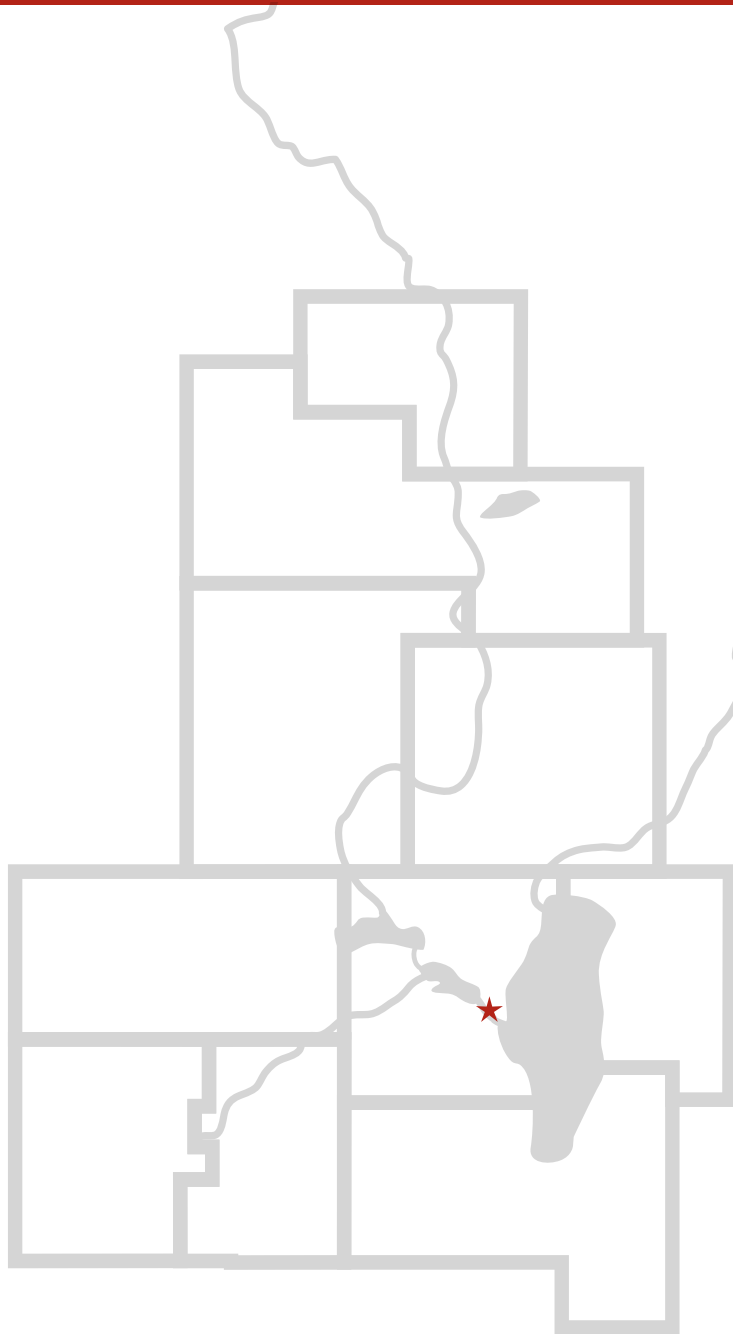


Transportation Improvement Program Oshkosh Urbanized Area 2020



Oshkosh
Metropolitan Planning Organization

Approved - October 25, 2019



East Central Wisconsin
Regional Planning Commission

ECWRPC

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TRANSPORTATION IMPROVEMENT PROGRAM

OSHKOSH URBANIZED AREA

- 2020 -

Approved October 25, 2019

Prepared by the

East Central Wisconsin Regional Planning Commission

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ABSTRACT

TITLE: TRANSPORTATION IMPROVEMENT PROGRAM FOR THE
OSHKOSH URBANIZED AREA - 2020

AUTHOR: David J. Moesch, Associate Transportation Planner

SUBJECT: A five-year transportation improvement program of operating
and capital projects.

DATE: Approved October 25, 2019

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The *Transportation Improvement Program for the Oshkosh Urbanized Area* is a staged multi-year program of both capital and operating projects designed to implement the long-range element of the transportation plan and shorter-range transportation system management (TSM) element. The staged program covers a period of four years and includes projects recommended for implementation during the 2020-2023 program period. The specific annual element time frame recommended for funding approval differs for the FHWA Surface Transportation Program (STP) and the Federal Transit Administration Operating and Capital Assistance Programs. Funding recommendations for STP-Urban Projects from 2021 through 2022; for transit assistance programs, 2020 and 2021.

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INTRODUCTION

INTRODUCTION

The *Transportation Improvement Program* (TIP) is an annually prepared program of transportation projects that will be utilizing federal funding assistance in their implementation. This TIP includes projects within the Oshkosh Urbanized Area. It has been developed by the East Central Wisconsin Regional Planning Commission as the designated Metropolitan Planning Organization (MPO). The MPO works in cooperation and coordination with the Wisconsin Department of Transportation (WisDOT), which is responsible for preparing a State Transportation Improvement Program (STIP) programming federally-assisted transportation projects statewide. The federal funding assistance to be programmed is provided by the Fixing America's Surface Transportation Act (FAST Act) administered by the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA).

In preparing this report, East Central has worked with the WisDOT Northeast Region, transit operators, and local governmental jurisdictions to compile a list of projects from their capital improvement programs and budgets for the four-year period from 2020 to 2023. These lists of programmed and candidate projects were then reviewed for consistency with long range plans, prioritized, and recommended by transportation Technical Advisory Committees (TACs) for the urbanized area. TAC recommendations were in turn reviewed by the Policy Board for final action as the MPO recommending these projects to WisDOT for inclusion in the STIP.

REPORT FORMAT

The first section of the TIP includes a brief description of the transportation planning process and its relationship to the TIP. The second section outlines the process of developing the project list, the method employed for prioritizing projects, and the procedure followed for consideration and approval of the report. The final section contains the project list. The appendices include a variety of background information.

The Oshkosh MPO Public Participation Plan (PPP) and Annual Listing of Obligated Projects can be viewed on the Fox Cities and Oshkosh MPO website.

<http://www.ecwrpc.org/programs/fox-cities-and-oshkosh-mpo/obligated-projects/>

CERTIFICATIONS

In accordance with 23 CFR 450.334(a) East Central Wisconsin Regional Planning Commission hereby certifies that the metropolitan transportation planning process is addressing major issues facing the metropolitan planning area and is being conducted in accordance with all applicable requirements of:

- (1) 23 U.S.C. 134 and 49 U.S.C. 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 U.S.C. 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 MAP-21(Pub. L. 112-141) and 49 CFR Part 26 regarding the involvement of disadvantaged business enterprises in US DOT funded projects;
- (6) 23 CFR part 230, regarding the implementation of an equal employment opportunity program on federal and federal-aid highway construction contracts;
- (7) The provisions of the Americans with Disabilities Act of 1990 (42 U.S.C. 12101 *et seq.*) and 49 CFR Parts 27, 37, and 38;
- (8) The Older Americans Act, as amended (42 U.S.C. 6101), prohibiting discrimination on the basis of age in programs or activities receiving federal financial assistance;
- (9) Section 324 of Title 23, U.S.C. regarding the prohibition of discrimination based on gender; and
- (10) Section 504 of the Rehabilitation Act of 1973 (29 U.S.C. 794) and 49 CFR 27 regarding discrimination against individuals with disabilities.

In addition, the MPO certifies that the TIP contains only projects that are consistent with the metropolitan plans for the urbanized areas.

In addition, the Oshkosh Metropolitan Planning Organization's public participation and certification process satisfies the Oshkosh Area Transit public participation requirements for the Program of Projects.



**TRANSPORTATION
IMPROVEMENT PROGRAM**

TRANSPORTATION IMPROVEMENT PROGRAM

FEDERAL PLANNING REQUIREMENTS

FAST Act, signed into law in December of 2015, and predecessor transportation legislation require that all urbanized areas have a comprehensive, cooperative, and continuing planning process in place to guide effective use of federal funding assistance. FAST Act planning requirements reemphasize the integral relationship of land use with transportation infrastructure, as well as the need to address all mobility from a multimodal perspective, as previously emphasized under MAP-21, TEA-21 and SAFETEA-LU. Additional areas of challenge under FAST Act include:

- improving mobility on America's highways;
- creating jobs and promoting economic growth; and
- accelerating project delivery and promotes innovation.

To carry out the comprehensive planning program, ISTEA, TEA-21, SAFETEA-LU, and MAP-21, and FAST Act have reconfirmed the role of a cooperative planning institution, the MPO, to guarantee that all aspects of the urbanized area will be represented in the plan's development and that planning will be conducted on a continuing basis. As the designated MPO for the Oshkosh urbanized area, the East Central Wisconsin Regional Planning Commission is responsible for carrying out these transportation planning responsibilities.

The Oshkosh urbanized area is located entirely within Winnebago County and includes all of the City of Oshkosh, large portions of the towns of Algoma and Oshkosh and small portions of the towns of Nekimi and Black Wolf. The 2010 urbanized area population is 74,495.

THE TIP PROCESS

One of the objectives of SAFETEA-LU, MAP-21 and subsequently the FAST Act is to forge a stronger link between plan preparation and plan implementation. It seeks to accomplish this, in part, by broadening public involvement and elevating the importance and authority of the MPO in the TIP prioritization process.

The TIP is a staged multi-year program of both capital and operating projects designed to implement both the long-range element of the transportation plan and the shorter-range transportation system management (TSM) element. The TIP covers a period of four fiscal years with projects identified during this period as the minimum program. Projects for 2024 are considered future year projects (illustrative). The MPO and WisDOT agree that the first year of the TIP constitutes an agreed to list of projects for project selection purposes and that no further project selection action is required for WisDOT or the transit operator to proceed with federal fund commitment. Although the TIP is updated annually, if WisDOT or the transit operators

wish to proceed with projects not scheduled in the first year of the TIP, the MPO agrees that projects from the second, third or fourth year of the TIP can be advanced to proceed with federal funding commitment without further action by the MPO.

TIP Amendments

No Amendment Required

- **Schedule**
 - Changing the implementation schedule for projects within the first four years of the TIP. Provided that the change does not trigger redemonstration of fiscal restraint.
- **Scope**
 - Changes in scope (character of work or project limits) while remaining reasonably consistent with the approved project.
- **Funding**
 - Changing the source (fed, state, local); category (IM, NHS, STP, earmarks); or amount of funding for a project without changing the scope of work or schedule for the project or any other project within the first four years of the TIP.

Minor Amendment (Processed through MPO committee structure and WisDOT, public involvement handled through the committee process.)

- **Schedule**
 - Adding an exempt/preservation project to the first four years of the TIP, including advancing a project for implementation from an illustrative list (Table A-1) or from the out-year of the TIP.
 - Moving an exempt/preservation project out of the first four years of the TIP.
- **Scope**
 - Changing the scope (character of work or project limits) of an exempt/preservation project within the first four years of the TIP such that the current description is no longer reasonably accurate, or is a significant change from what was agreed on in the State Municipal Agreement (SMA).
- **Funding**
 - Change in project funding that impacts the funding for other projects within the first four years of the TIP forcing any exempt/preservation project out of the four-year window.

Major Amendment (Public involvement opportunity and processed through MPO committee structure and WisDOT.)

- **Schedule**
 - Adding a non-exempt/expansion project to the first four years of the TIP, including advancing a project for implementation from an illustrative list or from the out-year of the TIP.
 - Moving a non-exempt/expansion project out of the first four years of the TIP.

- Scope
 - Significantly changing the scope (character of work or project limits) of a non-exempt/expansion project within the first four years of the TIP such that current description is no longer reasonably accurate, or is a significant change from what was agreed on in the State Municipal Agreement (SMA).
 - Funding (Thresholds to be defined by the MPO in consultation with WisDOT, FHWA and FTA subject to WisDOT approval.)
 - Adding or deleting any project that exceeds the lesser of:
 - 20% of the total federal funding programmed for the calendar year, or \$1,000,000.

Even though a new TIP has been developed and approved by the MPO, WisDOT can continue to seek federal fund commitment for projects in the previous TIP until a new STIP has been jointly approved by FHWA and FTA. Highway and transit projects reflected in any of the first four years of the approved TIP may be advanced for federal fund commitment without requiring any amendment to the TIP. It is the intent of WisDOT and the MPO to advance only projects, including transit operating assistance, that are included in an approved TIP and STIP. WisDOT relies on the public involvement process conducted by the MPO in the development of their TIP to satisfy the Federal Transit Administration program and planning requirements, as established for the Section 5307 and 5339 programs.

TIP Project Solicitation and Public Involvement

Annually, each transit operator, municipality or county is requested to submit a list of proposed transportation projects covering the next four-year period for inclusion in the TIP. Notification was provided to transit providers requesting candidate projects to be identified. On September 25, 2019, a legal notice was published in the Oshkosh daily paper identifying a review and comment period from September 25 to October 24, 2018. The Transportation Committee would meet October 8, 2019 to act on the draft project list for inclusion in the TIP and that the TIP would receive final consideration by the MPO at its October 25, 2019 quarterly Commission Meeting. Documentation of the TIP published public involvement notice is included in Appendix F. No public responses were received relative to any of the notices.

Project Review for Eligibility

Projects submitted must be included in a locally adopted Capital Improvements Program and are reviewed for consistency with transportation plan recommendations (LRTPs), availability of federal and state funds, and compliance with relevant state and federal regulations. All federally funded highway, transit, and other projects must be included in the TIP to compete for the receipt of federal funding assistance. "Regionally significant" projects scheduled for implementation with state and local funds must also be included for informational and coordinative purposes, except that all projects impacting highways functionally classified as principal arterials must be included in the TIP regardless of funding source.

Flexibility of Funding Sources

A hallmark of the (FAST Act) legislation, while retaining categorical programs, was the introduction of fairly wide latitude to flexibly use funds from one category for projects in other categories. The intent is to provide states and local areas with the ability to address priority needs in their jurisdictions. Flexible programs include:

Federal-Aid Highway Programs

FAST Act	Associated Prior Act Funding Programs
National Highway Performance Program (NHPP)	National Highway Performance Program (NHPP)
Surface Transportation Block Program (STBG)	Surface Transportation Program (STP)
Congestion Mitigation & Air Quality Improvement Program (CMAQ)	CMAQ
Highway Safety Improvement Program (HSIP)	HSIP (incl. High Risk Rural Roads)
Railway-Highway Grade Crossing	Railway Highway Grade Crossing
Transportation Alternatives	Transportation Alternatives

Federal-Aid Transit Programs

FAST Act	Associated Prior Act Funding Programs
Urbanized Area Formula Grants (5307)	Urbanized Area Formula Grants (5307)
Enhanced Mobility of Seniors and Individuals with Disabilities (5310)	Enhanced Mobility of Seniors and Individuals with Disabilities (5310)
Rural Area Formula Grants (5311)	Rural Area Formula Grants (5311)
State of Good Repair Program (5337) (Formula)	State of Good Repair Program (5337) (Formula)
Bus and Bus Facilities Formula Program (5339)	Bus and Bus Facilities Formula Program (5339)
Fixed Guideway Capital Investment Grants (5309)	Fixed Guideway Capital Investment Grants (5309)

Following is a list of the categorical programs included in the FAST Act legislation as they apply to the Oshkosh urbanized area:

<u>Categorical Program</u>	<u>Acronym</u>
National Highway Performance Program	
State	NHPP
Bridge Replacement & Rehabilitation	
State	BR, BH
Local	BR-Local
Surface Transportation Block Grant	STBG
Urban	URB
Rural	RU
State	FLX
Safety	HSIP

Transportation Alternatives	TA
Office of the Commissioner of Railroads	OCR
Transit	
Section 5307	
Formula Capital and Operating Assistance	Section 5307
Section 5310	
Elderly & Disabled	Section 5310

Of these categorical programs, the majority are programmed by WisDOT. The forum of the TIP will serve to provide comment from the MPO annually and should generate additional public exposure to influence the project prioritization by WisDOT. The Section 5307 Transit programs are developed directly by the transit operators in conformance with the Transit Development Programs, Americans with Disabilities Act (ADA) plans, and the long-range multimodal plan. The Section 5310 elderly and disabled paratransit capital projects are listed in the TIP as candidate projects only with later prioritization and funding determinations by WisDOT.

Prioritization of STP-Urban Projects

The only categorical program that the MPO prioritizes is the STP-Urban program in each of the urbanized areas. The four-year program, 2020-2023, itemized in the listing this year includes the 2020 through 2023 projects that were submitted by the local entities. In developing this 2020 TIP, one project was selected by the Technical Advisory Committee for the 2023 and 2024 biennium.

The allocation of STP-Urban funds for 2023-2024 is \$1,279,317 in the Oshkosh urbanized area.

STP-Urban Project Criteria

As part of the project approval process, federal metropolitan planning regulations require that all federally funded projects, as well as certain non-federally funded projects, be included in the *Transportation Improvement Program*. The regulations also intend that the TIP set priorities for project approval. Toward this end, a system for prioritizing the 2020-23 project candidates, as part of the 2020 TIP, is being used that was developed in 2005, as the first TIP was being adopted for the Oshkosh urbanized area. The MPO will promote the Complete Streets concept and consider adopting a policy. The MPO will require that any project receiving federal funding will adhere to this policy. Below is the performance – based criteria used to evaluate and prioritize the project candidates. The criteria assess plan consistency, preservation of the existing system, capacity needs, safety, multimodality, capital programming, and funding availability.

1. **Plan Consistency.** This criterion establishes project legitimacy within the overall transportation network. It rates projects higher when they conform in scope and timing to appropriate comprehensive or modal transportation plan element (local comprehensive plans, arterial plans, transit development and other transit plans, bicycle/pedestrian plans, regional long range plan and related elements) and evidence good regional coordination.

Score	5	Direct Relationship
	3	Some Relationship
	0	No Relationship

2. **Preserves Existing System.** This criterion emphasizes the goal of maximizing the efficiency of present infrastructure. A project is rated using only the most appropriate of the alternative rating categories. For instance, a project which adds lanes to an arterial could be rated by pavement condition, showing project timeliness, or as a new facility showing functional need.

Highway applications. Alternative ratings are available by project type based on pavement condition, new facilities, or traffic operations improvements.

- a. **Pavement Condition.** For existing highways, an indicator of pavement surface condition is based on the *Pavement Surface Evaluation and Rating Manual* (PASER). Pavements with lower ratings have greater pavement distress and are scored higher.

Score	5	Rating of 1-2 (in very poor condition, reconstruction necessary)
	5	Rating of 3-4 (significant aging, would benefit from an overlay)
	3	Rating of 5-6 (surface aging, sealcoat or overlay warranted)
	1	Rating of 7-8 (slight wearing, routine maintenance)
	0	Rating of 9-10 (no visible distress)

- b. **New Facilities.** For new streets and highways, an evaluation is made of the criticality of the project to the overall functionality and efficiency of the existing network.

Score	5	Very critical, needed to avoid lost opportunity relative to timing and cost of other programmed projects
	3	Beneficial to the overall performance of the system
	1	Some current need, more important to system performance in long term
	0	No relationship to system performance

- c. **Traffic Operations Improvements.** Principally intersection channelization or signalization projects or improvements to corridor performance through access management.

Score	5	Very critical, eliminates major hindrance to system performance and safety
	3	Beneficial to the overall performance of the system
	1	Some current need, more important to system performance in long term
	0	No relationship to system performance

Non-highway applications. An assumption is made that an increase in travel options improves the efficiency of the existing infrastructure.

d. **Freight Operations.**

Score	5	A project that improves operations of the existing freight transportation system
	3	Beneficial to the overall performance of the system
	1	Some current need, more important to system performance in long term
	0	No relationship to system performance

e. **Transit Improvements.**

Score	5	A project that provides, or is an integral factor in providing, a transit or paratransit option
	3	A project that enhances a transit or paratransit option, thereby making a transit mode more attractive or paratransit needs, but does not impact the demand for SOV (single-occupant vehicle) travel
	0	A project that inappropriately addresses transit or paratransit needs

f. **Bicycle and Pedestrian Improvements.** Projects can be categorized as either barrier crossing or corridor improvements and rated using the appropriate set of criteria.

- i. **Barrier Crossing Improvements.** Provides facility over/under non-compatible transportation route or natural feature. (Scores of criteria a), b) and c) are averaged and rounded to the nearest integer.)

1. **Spacing.** (distance between facilities)

Score	5	2.01 miles or greater
	4	1.51 to 2 miles
	3	1.01 to 1.50 miles
	2	0.76 to 1 mile
	1	0.51 to 0.75 miles
	0	0.5 miles or less

2. **Level of Use.** (origin/destination pairs)

Score	5	Residential to multimodal transfer locations
	5	Residential to employment centers/schools/colleges
	3	Residential to commercial/recreational
	1	Residential to residential
	0	Recreational to recreational

3. **User Safety.** (Is at-grade crossing possible?)

Score	5	No potential for at-grade crossing
	3	At-grade crossing possible; safety concerns remain
	0	Safe at-grade crossing is possible

- ii. **Corridor Improvements.** Provides a bicycle and pedestrian route on or along a transportation route or natural feature. (Scores of criteria a), b), and c) are averaged and rounded to the nearest integer.)

1. **Spacing.**

Score	5	No alternative parallel route available
	3	Adjacent parallel route would be better option
	0	Adequate parallel route already exists

2. **Level of Use.** (origin/destination pairs)

Score	5	Residential to multimodal transfer locations
	5	Residential to employment centers/schools/colleges
	3	Residential to commercial/recreational
	1	Residential to residential
	0	Recreational to recreational

3. **User Safety.**

Score	5	Safety concerns addressed without compromising usefulness; promote increased use by all user groups
	3	Safety measures may encourage increased use by some user groups, but discourage use by other user groups
	0	Safety concerns cannot be adequately addressed

3. **Capacity.** This criterion is an indicator of corridor or intersection capacity problems. A higher existing volume to capacity ratio reflects greater capacity deficiency. Highway capacity standards developed by the Federal Highway Administration and WisDOT are used to determine the volume to capacity ratio. For new facilities the non-existent V/C ratio is replaced by the long-range plan projection year V/C ratio on the designed facility for rating purposes. Corridor based non-highway projects, those directly involving travel in a highway corridor, would be rated identically to highway projects using the highway V/C ratio. Non-corridor based projects would use the alternate rating based on the appropriateness of their location, magnitude and size, and projected usage.

Score	5	> 1.00
	4	0.80 - 1.00
	3	0.60 - 0.79
	2	0.40 - 0.59
	1	0.20 - 0.39
	0	< .20

Alternate Rating (non-corridor based projects)

Score	5	Very critical, needed to avoid lost opportunity relative to timing and cost of other programmed projects
	3	Beneficial to the overall performance of the system
	1	Some current need, more important to system performance in long term
	0	No relationship to system performance

4. **Safety.** This criterion emphasizes a goal of eliminating or minimizing corridor or intersection safety problems on the system. Alternative ratings are available by project type based on segment crash rates, high accident locations, and new facilities.

- a. **Segment Crash Rates.** WisDOT determines average crash rates per 100 million vehicle miles driven by facility type or functional classification. These crash rates can be determined for segments of urban streets.

Score	5	> 280
	3	150-279
	0	< 149

- b. **High Accident Locations.** Intersections defined as any location with crashes ≥ 5 in any one year.

Score	5	≥ 5
	3	1 - 4
	0	0

- c. **New Facilities.** An assumption is made that an increase in travel options improves the efficiency and safety of the existing infrastructure by shifting trips traveled to safer facilities.

Score	5	Safety concerns addressed without compromising usefulness; promote increased use by all user groups
	3	Safety measures may encourage increased use by some user groups, but discourage use by other user groups
	0	Safety concerns cannot be adequately addressed

5. **Multimodal.** This criterion emphasizes projects that address needs of all appropriate modes (vehicular, transit, pedestrian, bicycle, freight) or TDM actions in the corridor.

Score	5	In a multimodal corridor, the project addresses the needs of all listed modes.
	3	In a multimodal corridor, at least two modes are addressed, though not all listed modes are addressed.
	1	In a multimodal corridor, only one mode, other than vehicular, is addressed.
	0	Project is not in a multimodal corridor, or is in a multimodal corridor and only the vehicular mode is addressed.

6. **Planned Programming.** An indicator of capital improvement planning, prioritizing, and scheduling by local communities. Projects in the TIP for three to five years which have progressed from out-year to annual element status are scored higher than projects appearing in the TIP for only one or two years. To be eligible for consideration in the TIP, projects must be included in a multi-year capital improvements program adopted by the sponsoring jurisdiction.

Score	5	Five Years or More
	4	Four Years
	3	Three Years
	2	Two Years
	1	One Year

STBG Project Selection Procedure

The projects are selected for funding awards by rank order as determined by the prioritization process. The specific procedure followed is characterized as "Maximize Funding for Projects" and reads as follows:

Fund all projects in prioritized order at the 80 percent maximum federal funding level until all of the annual allocation is fully utilized. The final project will be funded at no less than the 50 percent minimum federal funding level.

If the remaining allocation is inadequate to fund the final project at 50 percent, then, in reverse prioritization order, the previously funded projects' funding will be reduced to no less than the 50 percent federal funding level until balance is achieved with the allocation.

If the final project cost is so large that funding it at the 50 percent minimum federal funding level cannot be achieved by reducing all prior projects to the 50 percent minimum federal funding level, then that project shall be passed over to the next project on the list.

STBG Projects Recommended for Funding

2023-2024 allocations resulted in staff recommending funding for one project in the Oshkosh urbanized area. This project was selected by action of the Technical Advisory Committee for the Oshkosh urbanized area on August 20, 2019:

Oshkosh Project: Available Funding Allocation of \$1,279,317

- Winnebago County's CTH I, 35th Street to Ripple Avenue

A full listing of the candidate STP-Urban projects can be found in Appendix A, Table A-1. Also found in Appendix A is Table A-2: Evaluation and Ranking of Proposed STP-Urban Projects, 2023-2024. Table A-1 is a listing of projects that can be considered for possible future funding but are listed as illustrative, meaning that no funds are programmed out beyond the 4 year program for 2020 through 2023.

2020 TIP PROJECT LISTING

The project listing is presented in Table 1 (Oshkosh). An explanation of the structure for Table 1 follows:

Primary Jurisdiction

This column lists the primary implementing jurisdiction on the top line of each project listing. The second line contains the county within which the project is located. The fourth line is the TIP number, for example (253-20-001). The first number is the federal designated number for the Oshkosh MPO, the second is the year it was added to the TIP, followed by the number of projects added in that year.

Project Description

The first line of the project description lists the highway segment (segment termini a/termini b), the intersection or interchange (highway/highway), or a non-highway project characterization. The second line characterizes the type of improvement to be undertaken. The third line lists the WisDOT project number, if known. The fourth line contains the federal acronym, if federal funds are being used, the length of the project in miles, and a categorization as a preservation (P) or expansion (E) project.

Estimated Cost

Estimated cost figures are always shown in thousands of dollars except for some transit and planning categories, which should be evident. They are subcategorized by federal, state, and local sources and totaled by project for each of the following time periods: 2020, 2021, 2022 and 2023.

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Table 1: Oshkosh Urbanized Area - Project Listing (2020-2023)
(\$000)

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

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

Responsible Agency Primary Jurisdiction	Project Description	Type of Cost	2020				2021				2022				2023				Comments
			Fed	State	Local	Total	Fed	State	Local	Total	Fed	State	Local	Total	Fed	State	Local	Total	
Go Transit Winnebago	Fixed Route Bus	Oper.	1117	898	989	3004	1195	916	1026	3137	1219	934	1046	3199	1243	953	1067	3263	
	Paratransit	Contr.	390	299	311	1000	398	305	321	1024	406	311	330	1047	414	318	340	1072	
	Capital Projects	Purch.	338	0	84	422	2888	0	722	3610	848	0	212	1060	800	0	200	1000	
	Section 5307	TOTAL	1845	1197	1384	4426	4481	1221	2069	7771	2473	1245	1588	5306	2457	1271	1607	5335	
WisDOT T of Oshkosh	Sherman Road	DESIGN				0				0				0				0	
	WCL Crossing Signal and Gates	ROW				0				0				0				0	
	1009-93-44	CONST	144	78	0	222				0				0				0	
	253-10-008 FLX (P)	TOTAL	144	78	0	222	0	0	0	0	0	0	0	0	0	0	0	0	
WisDOT Calumet, Out, Winn Co	Regional Safe Routes to School Program	STUDY				0				0				0				0	
		ROW				0				0				0				0	
		CONST	50	0	13	63				0				0				0	
	252-18-010 TA (P)	TOTAL	50	0	13	63	0	0	0	0	0	0	0	0	0	0	0	0	
WisDOT T of Algoma Winn Co	Omro Road	STUDY				0				0				0				0	
	Leonard Pt - Brooks Lane	ROW				0				0				0				0	
	4636-00-71	CONST				0	2499	0	2646	5145				0				0	
	253-19-009 URB 1.8 miles (E)	TOTAL	0	0	0	0	2499	0	2646	5145	0	0	0	0	0	0	0	0	
WisDOT Winnebago	WIS 26 / SCL-USH 41	DESIGN				0				0				0				0	
	Rosendale-Oshkosh	ROW				0				0				0				0	
	1110-13-71 RESURF	CONST	2073	491	0	2564				0				0				0	
	253-19-010 FLX 4.45 miles (P)	TOTAL	2073	491	0	2564	0	0	0	0	0	0	0	0	0	0	0	0	
WisDOT C of Oshkosh Winnebago	Tribal Heritage Crossing Trail	DESIGN				0				0				0				0	
	WIS 21/Oshkosh Ave.	ROW				0				0				0				0	
	4994-12-71	CONST				0	255	0	112	367				0				0	
	253-19-011 TA .79 miles (P)	TOTAL	0	0	0	0	255	0	112	367	0	0	0	0	0	0	0	0	
WisDOT Calumet, Out, Winn Co	Regional Safe Routes to School Program	STUDY				0				0				0				0	
		ROW				0				0				0				0	
		CONST				0	21	0	5	26	21	0	5	26				0	
	252-19-015 TA (P)	TOTAL	0	0	0	0	21	0	5	26	21	0	5	26	0	0	0	0	
WisDOT C of Oshkosh Winnebago	WIS 21 / Omro-Oshkosh	STUDY	120	30	0	150				0				0				0	
	Leonard Point Rd-Washburn St	ROW				0				0				0				0	
	6180-31-00 RESURF	CONST				0				0				0				0	
	253-19-034 NHPP 1.85 miles (P)	TOTAL	120	30	0	150	0	0	0	0	0	0	0	0	0	0	0	0	
WisDOT C of Oshkosh Winnebago	WIS 76 / Oshkosh-Greenville	STUDY	180	45	0	225				0				0				0	
	Murdock Ave-Green Hill Crt	ROW				0				0				0				0	
	6430-21-00 RESURF	CONST				0				0				0				0	
	253-19-035 FLX 4.39 miles (P)	TOTAL	180	45	0	225	0	0	0	0	0	0	0	0	0	0	0	0	

WisDOT	Safety Funds Grouped Projects	DESIGN ROW CONST TOTAL	0 0 0 0	0 0 0 0	0 0 0 0	0 0 0 0	0 0 0 0	Placeholder Project Not yet programmed
253-20-001	FLX (P)	TOTAL	0 0 0 0	0 0 0 0	0 0 0 0	0 0 0 0	0 0 0 0	
WisDOT	Rail/Hwy Xing Safety Grouped Projects	DESIGN ROW CONST TOTAL	0 0 0 0	0 0 0 0	0 0 0 0	0 0 0 0	0 0 0 0	Placeholder Project Not yet programmed
253-20-002	FLX (P)	TOTAL	0 0 0 0	0 0 0 0	0 0 0 0	0 0 0 0	0 0 0 0	
WisDOT	Hwy Safety Improve Prog (HSIP) Grouped Projects	DESIGN ROW CONST TOTAL	0 0 0 0	0 0 0 0	0 0 0 0	0 0 0 0	0 0 0 0	Placeholder Project Not yet programmed
253-20-003	FLX (P)	TOTAL	0 0 0 0	0 0 0 0	0 0 0 0	0 0 0 0	0 0 0 0	
WisDOT	RR Xing STP protective Devices Grouped Projects	DESIGN ROW CONST TOTAL	0 0 0 0	0 0 0 0	0 0 0 0	0 0 0 0	0 0 0 0	Placeholder Project Not yet programmed
253-20-004	FLX (P)	TOTAL	0 0 0 0	0 0 0 0	0 0 0 0	0 0 0 0	0 0 0 0	
WisDOT	Preventative Maint. National Highway Grouped Projects	DESIGN ROW CONST TOTAL	0 0 0 0	0 0 0 0	0 0 0 0	0 0 0 0	0 0 0 0	Placeholder Project Not yet programmed
253-20-005	NHPP (P)	TOTAL	0 0 0 0	0 0 0 0	0 0 0 0	0 0 0 0	0 0 0 0	
WisDOT	STH Preventative Maint. Connecting Highway Grouped Projects	DESIGN ROW CONST TOTAL	0 0 0 0	0 0 0 0	0 0 0 0	0 0 0 0	0 0 0 0	Placeholder Project Not yet programmed
253-20-006	FLX (P)	TOTAL	0 0 0 0	0 0 0 0	0 0 0 0	0 0 0 0	0 0 0 0	
WisDOT	Enhancements Grouped Projects	DESIGN ROW CONST TOTAL	0 0 0 0	0 0 0 0	0 0 0 0	0 0 0 0	0 0 0 0	Placeholder Project Not yet programmed
253-20-007	FLX (P)	TOTAL	0 0 0 0	0 0 0 0	0 0 0 0	0 0 0 0	0 0 0 0	
OCR	OCR Rail-Highway Xing Safety Grouped Projects	DESIGN ROW CONST TOTAL	0 0 0 0	0 0 0 0	0 0 0 0	0 0 0 0	0 0 0 0	Placeholder Project Not yet programmed
253-20-008	FLX (P)	TOTAL	0 0 0 0	0 0 0 0	0 0 0 0	0 0 0 0	0 0 0 0	
		DESIGN	300 75 0 375	0 0 0 0	0 0 0 0	0 0 0 0	0 0 0 0	
		ROW	0 0 0 0	0 0 0 0	0 0 0 0	0 0 0 0	0 0 0 0	
		CONST	2267 569 13 2849	2775 0 2763 5538	21 0 5 26	0 0 0 0	0 0 0 0	
		TOTAL	2567 644 13 3224	2775 0 2763 5538	21 0 5 26	0 0 0 0	0 0 0 0	
	Preservation Subtotal		2567 644 13 3224	276 0 117 393	21 0 5 26	0 0 0 0	0 0 0 0	
	Expansion Subtotal		0 0 0 0	2499 0 2646 5145	0 0 0 0	0 0 0 0	0 0 0 0	

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

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

Table 2: Oshkosh Urbanized Area, 2020-2023
Summary of Federal Funds Programmed and Available
(\$000)

Agency/Program	Programmed Expenditures				Estimated Available Funding			
	2020	2021	2022	2023	2020	2021	2022	2023
Federal Highway Administration								
National Highway Performance Program	120	0	0	0	120	0	0	0
Surface Transportation Program								
Oshkosh Urbanized Area	0	2,419	0	0	0	2,419	0	0
Surface Transportation Program								
State Flexibility	2,517	0	0	0	2,517	0	0	0
Highway Safety Improvement Program	0	0	0	0	0	0	0	0
Transportation Alternatives Program	50	276	21	0	50	276	21	0
Programmed Expenditures	2,687	2,695	21	0	2,687	2,695	21	0
* Annual Inflation Factor 1.56%	42	42	0	0	42	42	0	0
Estimated Need with Inflation Factor	2,729	2,737	21	0	2,729	2,737	21	0
Federal Transit Administration								
Section 5307 Operating	\$1,171	\$1,195	\$1,219	\$1,243	\$1,171	\$1,195	\$1,219	\$1,243
Section 5309 Capital	338	2,888	848	800	338	2,888	848	800
Programmed Expenditures	1,509	4,083	2,067	2,043	1,509	4,083	2,067	2,043
* Annual Inflation Factor 1.56%	24	64	32	32	24	64	32	32
Estimated Need with Inflation Factor	1,533	4,147	2,099	2,075	1,533	4,147	2,099	2,075
Section 5310	284	0	-not yet programmed-		284	0	-not yet programmed-	

* FAST Act requires that the financial elements of the TIP include inflation factors that estimate the costs of projects in their construction years. This is a summary of TIP projects with the inflation factor applied.

**Table 3: Implementation Status of 2019
Oshkosh Urbanized Area Projects**

Primary Jurisdiction	Project Description	Type of Cost	2019				Status		
			Fed	State	Local	Total	Completed	Underway	Delayed
WisDOT	STH 21, Oshkosh Ave.	DESIGN				0			
Winnebago	C. Oshkosh Fox River Br	ROW				0		X	
	6180-18- 71	CONST	1042	260	40	1342			
253-10-009	BR .5 Miles (P)	TOTAL	1042	260	40	1342			
WisDOT	STH 76	DESIGN				0			
Winnebago	I-41 - CTH JJ	ROW				0		X	
	6430-12-00 RECST	CONST	8565	2141	0	10706			
253-14-012	STP 3.72 miles (P)	TOTAL	8565	2141	0	10706			
WisDOT	Nekimi Ave	DESIGN				0			
T Nekimi	Weyhurst Creek Bridge	ROW				0		X	
	6435-03-00 BRRPL	CONST	336	0	84	420			
253-17-009	STP 3.72 miles (P)	TOTAL	336	0	84	420			
WisDOT	USH 45 / SCL - SCPL	STUDY	200	50	0	250			
Oshkosh	4110-32-00	ROW				0		X	
	Resurface	CONST				0			
253-19-033	STP 6.57 mi. (P)	TOTAL	200	50	0	250			
WisDOT	WIS 44 / Ripon-Oshkosh	STUDY	48	12	0	60			
C of Oshkosh	STH 91-IH 41	ROW				0		X	
Winnebago	6110-25-00 PATCH	CONST				0			
253-19-036	STP .9 miles (P)	TOTAL	48	12	0	60			
WisDOT	WIS 91 / Berlin-Oshkosh	STUDY	184	46	0	230			
C of Oshkosh	WCL-STH 44	ROW				0		X	
Winnebago	6540-08-00 RESURF	CONST				0			
253-19-037	STP 14.78 miles (P)	TOTAL	184	46	0	230			



APPENDICES



APPENDIX A

URBAN AREA CANDIDATE PROJECT TABLES

Table A-1: Oshkosh Urbanized Area - Candidate Project Listing (2020-2024)
(\$000)

Primary Jurisdiction	Project Description	Type of Cost	2020				2021				2022				2023				2024+ Illustrative Projects			
			Fed	State	Local	Total	Fed	State	Local	Total	Fed	State	Local	Total	Fed	State	Local	Total	Fed	State	Local	Total
WisDOT C of Oshkosh Winnebago 253-13-030	Oregon/Jackson St Bridge	DESIGN				0				0				0				0				0
		ROW				0				0				0				0	0	998	0	998
	4994-07-00, 21, 71	CONST				0				0				0				0				0
	BR (E)	TOTAL	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	998	0	998
T of Algoma Winnebago Illustrative	Leonard Point Road	DESIGN				0				0				0				0	0	0	350	350
	WIS 21 - Highland Shore Lane	ROW				0				0				0				0				0
	Reconstruction	CONST				0				0				0				0	0	0	2350	2350
	Local 1.2 m. (P)	TOTAL	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	2700	2700
Winnebago Co Winnebago Illustrative	CTH Y / WIS 76 - CTH S	DESIGN				0				0				0				0				0
	Reconstruction	ROW				0				0				0				0				0
		CONST				0				0				0				0	0	0	1000	1000
	Local 2.2 m. (P)	TOTAL	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1000	1000
Winnebago Co Winnebago Illustrative	CTH E / Oakwood - Algoma T Line	DESIGN				0				0				0				0	0	0	400	400
	Reconstruction	ROW				0				0				0				0				0
		CONST				0				0				0				0	0	0	3600	3600
	Local 1.5 m. (P)	TOTAL	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	4000	4000
Winnebago Co Winnebago Illustrative	CTH N / CTH I - USH 45	DESIGN				0				0				0				0				0
	Reconstruction	ROW				0				0				0				0				0
		CONST				0				0				0				0	0	0	1750	1750
	Local 1.3 m. (P)	TOTAL	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1750	1750
T of Oshkosh Winnebago Illustrative	Vinland Rd./Smith-Snell	DESIGN				0				0				0				0				0
	Reconstruction	ROW				0				0				0				0				0
		CONST				0				0				0				0	0	0	1500	1500
	Local 1.25 m. (P)	TOTAL	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1500	1500
C of Oshkosh T of Oshkosh Winnebago Illustrative	Snell Rd./Jackson-CTH A (Bowen)	DESIGN				0				0				0				0				0
	Reconstruction	ROW				0				0				0				0				0
		CONST				0				0				0				0	0	0	4600	4600
	Local 1.0 m. (P)	TOTAL	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	4600	4600
C of Oshkosh Winnebago Illustrative	S Main / W 6th-W 16th	DESIGN				0				0				0				0				0
	Reconstruction	ROW				0				0				0				0				0
		CONST				0				0				0				0	0	0	3400	3400
	Local 0.6 m. (P)	TOTAL	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	3400	3400
C of Oshkosh Winnebago Illustrative	W 9th /Oakwood - Linden Oaks	DESIGN				0				0				0				0				0
	Reconstruction	ROW				0				0				0				0				0
		CONST				0				0				0				0	0	0	2500	2500
	Local 0.65 m. (P)	TOTAL	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	2500	2500
C of Oshkosh Go Transit Winnebago Illustrative	Diesel Buses	DESIGN				0				0				0				0				0
		ROW				0				0				0				0				0
		CONST				0				0				0				0	0	0	1000	1000
	Local (P)	TOTAL	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1000	1000

Table A-2: Evaluation and Ranking of Proposed STP-Urban Projects, (2023 - 2024 biennium)
Oshkosh Urbanized Area
Project Evaluation (Criteria)/Score

		Plan Consis- tency	Preserve Existing System		Capacity V/C		Safety		Multi- Modal		Planned Pro- gramming		Total Score	Rank	Project Cost	Max. STP Funding
Jurisdiction	2023 + STP Projects															
Oshkosh Allocation = \$1,279,317																
T. Algoma	Leonard Pt Rd (WIS 21-Highland Sh)	5	PC(6)	3	0.48	2	5	5	VtBP	3	4	4	22		\$3,200,000	
T. Oshkosh	Vinland Rd (Smith-Snell)	3	PC(4)	5	0.23	1	34	0	Vtbp	1	5	5	15		\$1,750,000	
C. Oshkosh	Snell Rd (Jackson - CTH A)	5	PC(5)	3	0.54	2	48	0	Vtbp	1	5	5	16		\$1,500,000	
C. Oshkosh	South Main St (W 6th-W16th)	5	PC(4)	5	1.05	5	44	0	VTBP	5	2	2	22		\$4,600,000	
C. Oshkosh	W 9th Ave (Oakwood-Linden Oaks)	5	PC(5)	3	0.33	1	39	0	VtBP	3	2	2	14			
GO Transit	Diesel Buses	5	TI	3	AR	3	NF	3	vTBP	3	2	2	19		\$2,500,000	
Winnebago Co.	CTH Y (WIS 76 - CTH S)	3	PC(4)	5	0.25	1	5	5	VtBP	3	4	4	21		\$2,700,000	
Winnebago Co.	CTH I (Ripple - 35th St.)	3	PC(6)	3	0.30	1	715	5	Vtbp	1	5	5	18		\$1,000,000	
Winnebago Co.	CTH E (Oakwood - Algoma T Line)	3	PC(4)	5	0.25	1	112	0	VtBP	3	3	3	15		\$4,625,000	
Winnebago Co.	CTH N (CTH I - WIS 45)	3	PC(3)	5	0.40	2	79	0	VtBP	3	3	3	16		\$3,930,000	
Total															\$22,605,000	



APPENDIX B

FEDERAL TRANSIT OPERATING AND CAPITAL ASSISTANCE

FEDERAL TRANSIT OPERATING AND CAPITAL ASSISTANCE

Federal transit operating assistance is provided to the Oshkosh urbanized area through an annual allocation of Federal Transit Administration (FTA) Section 5307. The Wisconsin Department of Transportation (WisDOT) distributes the Section 5307 funds to the urbanized areas with a population of less than 200,000 so that each recipient receives an equal percentage of federal funds as a share of transit system operating costs. For 2019, the allocation was 30.8 percent.

The Wisconsin Department of Transportation also distributes state funding (85.20). Each transit system receives a share of operating assistance similar to the federal share. Each transit system within tier b receives an equal percentage of assistance. Tier b is comprised of transit systems operating within urban areas, excluding Milwaukee and Madison. State operating assistance for tier b in 2019 was 22.7 percent of eligible expenses.

The combined state and federal share of operating assistance for tier b transit systems in 2019 was 53.5%. Tier b includes GO Transit. In 2006, the state and federal share was 60%. Over the past decade, cuts to aid along with inflationary increase to transit budgets have caused a reduction in operating assistance. Local funding sources have also been stressed, which creates an environment where service cuts and fare increases are considered each year.

Each year, WisDOT pools the capital requests of the state's transit systems and applies to the FTA for Section 5339 Capital formula grants. These annual grants have provided the much-needed support to meet capital needs. The elimination of capital earmarks and recent cuts to federal capital grant funding has resulted in a backlog of capital requests statewide. WisDOT continues to work on behalf of local transit systems to obtain the necessary funds to maintain the transit infrastructure and return it to a state of good repair.

For 2020, it is unknown if there are applicants in the City of Oshkosh urbanized area are seeking grants under the federal and state Section 5310 program. This is a competitive program offering funding assistance to private non-profit organizations that provide transportation services to elderly and disabled persons living in Wisconsin.

The following tables list the operating assistance and capital projects proposed for the 2020-2024 period.

**Table B-1
Transit Projects
Oshkosh Urbanized Area**

PROJECT DESCRIPTION	RECIPIENT	TIP #	Jan-Dec 2020 (000)	Jan-Dec 2021 (000)	Jan-Dec 2022 (000)	Jan-Dec 2023 (000)	Jan-Dec 2024 (000)
Operating Assistance	GO Transit			Illustrative	Illustrative	Illustrative	Illustrative
Directly Operated - Fixed Route							
Expenses			\$3,701	\$3,775	\$3,851	\$3,928	\$4,006
Revenues			530	530	541	551	562
Deficit			3,171	3,245	3,310	3,376	3,444
Federal Share		253-20-000	1,110	1,133	1,155	1,178	1,202
State Share			851	868	886	903	921
Local - Municipal & County			1,209	1,244	1,269	1,295	1,320
Purchased Transp. - Paratransit	GO Transit						
Expenses			\$1,301	\$1,327	\$1,354	\$1,381	\$1,408
Revenues			300	303	306	309	312
Deficit			1,001	1,024	1,048	1,072	1,096
Federal Share			390	398	406	414	422
State Share			299	305	311	318	324
Local- Municipal & County			311	321	330	340	350
Capital Projects - Section 5339	GO Transit						
Diesel Buses (2)		253-20-011, 012	1,000			1,000	1,000
Electronic Fareboxes		253-20-013	400				
Admin Facility Surveillance Equipment		253-20-014	15				
Bus Shelter (2)		253-20-015	12				12
Replace Fuel Storage and Equipment		253-20-016	150				
Downtown Transit Center Planning		253-20-017	50				
Service Vehicle		253-20-023	65				
Accessibility Improvements		253-20-024	10	10	10		
Automated Pass Purchasing System				20			
Digital Transit Radios				100			
A&E Downtown Transit Center					50		
Downtown Transit Center Upgrade -5307					3,000		
Total Cost:			\$1,702	\$130	\$3,060	\$1,000	\$1,012
Federal Share:			\$1,362	\$104	\$2,448	\$800	\$810
Local Share:			\$340	\$26	\$612	\$200	\$202

*The State of Wisconsin does not provide capital funds. All capital projects are planned for 80% federal and 20% local share split.

Table B-2
Contracted Paratransit Service
GO Transit
CY 2020

	DIAL-A-RIDE	CABULANCE	OVER 60 RURAL	UNDER 60 RURAL	ACCESS TO JOBS	TOTAL
EXPENSES	\$ 419,000	\$ 420,400	\$ 130,000	\$ 96,400	\$ 130,000	\$ 1,195,800
REVENUES	\$ 174,400	\$ 34,300	\$ 36,000	\$ 26,000	\$ 30,000	\$ 300,700
TIP #	253-20-018	253-20-019	253-20-020	253-20-021	253-20-022	
FEDERAL/STATE AIDS*	\$ 222,070	\$ 222,812	\$ 68,900	\$ 51,092	\$ 68,900	\$ 633,774
LOCAL	\$ 22,530	\$ 163,288	\$ 25,100	\$ 19,308	\$ 31,100	\$ 261,326

* Based on anticipated 2020 funding levels.

**Table B-3: Transit Financial Capacity Analysis
GO Transit**

		2020	2021	2022	2023	2024
Operating Expenses						
Fixed Route (DO)	(\$000)	\$3,904	\$3,982	\$4,062	\$4,143	\$4,226
Paratransit (DR)	(\$000)	\$1,301	\$1,327	\$1,354	\$1,381	\$1,408
Total Operating Expenses	(\$000)	\$5,205	\$5,309	\$5,415	\$5,524	\$5,634
Revenue						
Farebox Revenue						
Fixed Route (DO)	(\$000)	\$846	\$846	\$863	\$880	\$898
Paratransit (DR)	(\$000)	\$300	\$303	\$306	\$309	\$312
Total Revenue	(\$000)	\$1,146	\$1,149	\$1,169	\$1,189	\$1,210
Deficit						
Federal (2*)	(\$000)	\$1,562	\$1,593	\$1,625	\$1,657	\$1,690
State (2*)	(\$000)	\$1,197	\$1,221	\$1,246	\$1,270	\$1,296
Local - City & County	(\$000)	\$1,300	\$1,346	\$1,376	\$1,407	\$1,438
Total Deficit	(\$000)	\$4,059	\$4,160	\$4,246	\$4,334	\$4,424
Capital						
Federal (5307 & 5339)	(\$000)	\$338	\$2,888	\$848	\$800	\$810
Local	(\$000)	\$84	\$722	\$212	\$200	\$202
Total Capital Expenses (3*)	(\$000)	\$422	\$3,610	\$1,060	\$1,000	\$1,012
Operating Statistics						
No. of Buses		16	16	16	16	16
No. of Employees (1*)		21	21	21	21	21
Revenue Hours	(000)	35	35	35	35	35
Revenue Miles	(000)	483	483	483	483	483
Revenue Passengers	(000)	700	700	707	714	721
Fixed Route Statistics						
Average Fare		\$1.21	\$1.21	\$1.22	\$1.23	\$1.24
Operating Ratio (Rev/Exp)		22%	21%	21%	21%	21%
Cost per Vehicle Mile		8.08	8.33	8.58	8.83	9.10
Cost per Passenger		5.58	5.69	5.80	5.92	6.04
Cost per Vehicle Hour		111.54	114.89	118.34	121.89	125.54
Passengers Per Mile		1.45	1.45	1.46	1.48	1.49
Passengers per Hour		20.00	20.20	20.40	20.61	20.81

NOTES:

1. Full time drivers
2. Assumes approximately a 30% federal share and 23% state share in 2020 and each succeeding year.
3. Projected capital expenses.

JUSTIFICATION FOR CAPITAL PROJECTS

Oshkosh Urbanized Area

2020 Projects*

ITEM	TOTAL COST	FUNDING SOURCE
Automatic Fare Technology	\$400,000	Sect. 5339
Admin Facility Surveillance Equipment	\$15,000	Sect. 5307
Replace Fuel Storage and Equipment	\$200,000	Sect. 5339
Downtown Transit Center Planning	\$50,000	Sect. 5303
Service Vehicle	\$65,000	Sect. 5339
Accessibility Improvements	\$10,000	Sect. 5307

*Project list depends on city CIP budget approval

Admin Facility Surveillance Equipment. GO Transit reconfigured its administration facility in 2016 and added security upgrades at facility access points. This project would support the install of cameras at the main customer vestibule and other locations to increase building security.

Bus Shelters. GO Transit's has a number of bus shelters that were installed in 1980 and now require replacement. There is also demand for additional shelters. The need for shelters will be continual until these shelters are replaced.

Replace Fuel Storage and Equipment. GO Transit currently refuels bus daily at a fueling station located on property at 926 Dempsey Trail. The fueling station consists of two pumps, four hoses and two underground tanks. These tanks were installed in 1980. Due to age and liability concerns, these underground tanks need to be removed and replaced with new tanks.

Downtown Transit Center Planning. This project involves studying and selecting a location for a downtown transit center. The plan would evaluate and determine where the DTC would be, who would participate, what would the uses be, and how could it be funded.

Service Vehicle. GO Transit's non-revenue fleet includes a service vehicle. The service vehicle is used to do mobile repairs, tow the buses, and plow snow. The model year of the current service vehicle is 2005. It has surpassed its useful life and these funds would be used for a replacement.

Accessibility Improvements. This project includes funds to improve ADA access to GO Transit's bus stops. It includes concrete slabs for shelters, carriage walks and other improvements at boarding locations. GO Transit's 2015 Bus Stop Accessibility Assessment, stop usage and community input provides guidance on what locations to prioritize.

2021 Projects

ITEM	TOTAL COST	FUNDING SOURCE
Automated Pass Purchasing System	\$20,000	Sect. 5339
Digital Transit Radios	\$100,000	Sect. 5339
Accessibility Improvements	\$10,000	Sect. 5339
Replace driver shuttle/supervisor vehicle	\$30,000	Sect. 5339

2022 Projects

ITEM	TOTAL COST	FUNDING SOURCE
A&E Downtown Transit Center	\$50,000	Sect. 5339
Downtown Transit Center Upgrade	\$3,000,000	Sect. 5339
Accessibility Improvements	\$10,000	Sect. 5339
Forklift	\$25,000	Sect. 5339
Replace Supervisor/maintenance pick-up	\$50,000	Sect. 5339

2023 Projects

ITEM	TOTAL COST	FUNDING SOURCE
40' Diesel Bus (3)	\$1,500,000	Sect. 5339
Accessibility Improvements	\$10,000	Sect. 5339
Transit Riding Lawnmower	\$20,000	Sect. 5339

2024 Projects

ITEM	TOTAL COST	FUNDING SOURCE
40' Bus (2)	\$1,000,000	Sect. 5339
Bus Shelters (2)	\$12,000	Sect. 5339

TRANSIT FINANCIAL CAPACITY

In compliance with regulations that require the TIP to be fiscally constrained, this section of the TIP assesses the transit systems' financial capacity to assure that the transit systems have the ability to continue to effectively utilize federally-assisted equipment and facilities. It is understood, however, that the major review of progress regarding financial capacity is made by the Federal Transit Administration during conduct of triennial reviews of these transit systems. No significant problems pertaining to financial capacity were identified during the last triennial review.

The assessment of transit financial capacity in the Oshkosh area is based on a trend analysis of recent historical data and projections of future condition. Seven indicators of financial condition reflected in the tables are described below.

Oshkosh Urbanized Area

Cost Trends

GO Transit's fixed route operating expenses over the past three years have risen at or just below the inflationary rate due primarily to employee wages and benefits. Over this time, health insurance costs have increased significantly. Lower than anticipated fuel costs have provided some budgetary relief.

Capital funds have been scarce statewide for many years. This had resulted in an increase to GO Transit's fleet age. GO Transit was fortunate to have a few capital grants awarded over the last few years which helped reduce the fleet age significantly in 2018. However; GO Transit still has three buses in its fleet of sixteen that have surpassed their useful life (> 12 years old). This trend has impacted the operating budget with increased maintenance costs as major components (radiators, engine, transmissions, etc.) require replacement and more structural repair is required for safe operation. These remaining 2003 buses are being replaced in 2019 which is anticipated to reduce some maintenance costs. However, GO Transit has 4 2010 hybrid buses which are starting to need more substantial maintenance on the electrical and battery systems.

GO Transit's paratransit costs have increased near or just below inflation over the last several years. GO Transit contracts for these services and there have been inflationary escalators built into the contract. Projections for the next five years are increased costs with anticipated increases to contractor rates.

Cost-Efficiency and Effectiveness Trends

GO Transit's fixed-route cost per mile, hour, and passenger ratios continue to increase at a modest rate. These service performance measures are not applied to paratransit service, which is provided on a contractual basis.

Revenue Trends

Revenue is projected to increase very slightly due to a fare increase which took place Jan. 1 2019 however; as expected ridership decreased. Ridership generally temporarily decreases after a fare increase and then eventually recovers. Future years show flat ridership, resulting in similar small revenue increases. Increases in bus advertising and other revenues, are anticipated to slightly improve the overall revenue picture. Increased costs throughout the state have more than absorbed slight state funding increases. Without additional funding discussions on levels of service or further fare changes may be needed. GO Transit believes that the long-term viability of the system requires careful consideration before any further fare increase or service reductions is proposed to the public. GO Transit has maintained one of lowest fares in the state for many years.

In April 2015, GO Transit partnered with Fox Valley Technical College to provide rides to current students. The resulting revenue agreement provides guaranteed monthly revenue and is open to modification should projected ridership change.

UWO ended their revenue agreement with GO Transit in 2019. Instead they are purchasing passes and providing passes for free to their current students and faculty. They no longer provide transit fare for alumni.

Ridership Trends

Ridership was down in 2019 as a result of a fare increase (fare increased generally are followed by a temporary decline in ridership) and increased mobility options for discretionary riders.

Transportation Network Companies such as Uber and Lyft are in the area and have become an option for some discretionary users. However; as more riders adjust to the price increase and use the bus to access employment and school, modest fixed route ridership growth of one percent per year is projected through 2020, with paratransit anticipating a similar growth rate also.

Levels of Service Trends

GO Transit recently completed an updated TDP with ECWRPC leading the planning process. This plan will guide the system for the next 5-10 years.

GO Transit's buses are accessible and the system is in full compliance with ADA. The fleet consists of seven 35' buses and nine 40' buses. All are low-floor New Flyer buses built in 2003, 2010, 2013, and 2018. The low-floor construction allows for easier and faster boarding and alighting of all passengers. GO Transit provides paratransit service to elderly and disabled individuals that exceeds minimum federal requirements. This service is provided in partnership with Winnebago County and a private transportation provider. The relationship is productive and has resulted in savings and greater service levels in a number of areas.

Operating Assistance Trends

Since 1987, the State of Wisconsin has distributed federal and state grant funds giving each transit system an equal percentage share of operating assistance. Federal and state funding awards continue to be established a few months into each budget year. Long-term funding has not been provided to transit programs. As a result GO Transit and the other mid-sized transit systems in the state experienced additional uncertainty in future funding levels. These systems have seen modest increases in federal operating assistance since 1998, but an overall decrease to the state and federal share of operating expenses. Historically, the percentage of operating expense covered from these sources has been 60%. Over the past decade, the percentage has dropped to the lower 50's and decreases about .5% per year.

Funding partnerships with Winnebago County, FVTC and UWO have helped stabilize some passenger revenue and the amount of the local share required. If cost pressures occur and local budget constraints continue, higher fares or service cuts will need to be considered.

Likelihood of Trends Continuing

Future reductions at the state and federal level of funding for operating assistance and capital projects threaten the stability of service. Stable funding sources are critical to future planning and to meeting the transportation needs of the riding public. It is hoped that a strong federal, state and

local funding commitment to providing the vital role of transportation to all citizens will continue, especially as it relates to the elderly, disabled, and low income citizens in our area.

Intercity Bus Service

Lamers Connect

Lamers Bus, a private transportation company, has operated this service since the beginning in July 2011 (Lamers Connect). Service is provided to Milwaukee, Madison and Green Bay with intermediate stops serving Appleton, Oshkosh, Fond du Lac, Waupun, Beaver Dam, Wausau, Waupaca and Stevens Point. The service will connect with other intercity services such as Greyhound, Badger in Madison, Amtrak Empire Builder in Columbus, and other services provided by Lamers Bus.

Greyhound/Amtrak

In 2015, Greyhound's Oshkosh ticket agent office closed and shortly after they discontinued serving the market. In 2019, Amtrak has taken over this market offering same-day round trips between I-41 cities Green Bay, Appleton, Oshkosh and Fond du Lac. This bus provides seamless connections among the cities and to and from Chicago via the Amtrak Hiawatha train.

WINNEBAGO COUNTY TRANSPORTATION PROVIDERS

Kobussen Buses Ltd.
W914 Cty Tk. CE
Kaukauna, WI 54130

Lamers Bus Lines Inc.
1825 Novak Dr.
Menasha, WI 54952

Running Inc.
2345 Bowen St.
Oshkosh, WI 54901

Safe-T-Way Bus Service Inc.
3483 Jackson Road
Oshkosh, WI 54901

Garvens Bros. Shared-Ride Taxi
979 Willow Street
Omro, WI 54963

Oshkosh City Cab
2723 Harrison Street
Oshkosh, WI 54901-1663

September 26, 2019

Dear Transportation Provider:

Enclosed is a link to the draft TRANSPORTATION IMPROVEMENT PROGRAM FOR THE OSHKOSH URBANIZED AREA - 2020. This material is being sent to you as a private transportation operator to give you an opportunity to review and comment on transit projects receiving federal funds.

The TIP is a staged, multi-year program of both capital and operating projects designed to implement transportation plans in the area. East Central, as the designated Metropolitan Planning Organization (MPO) for the Oshkosh urbanized area, is responsible for its preparation. Annually, each transportation provider is requested to submit a list of proposed transit projects for inclusion. These projects are reviewed for consistency with transportation plan recommendations, availability of federal and state funds, and compliance with relevant state and federal regulations. All federally funded transit projects must be in the TIP in order to receive federal aid. Projects scheduled for implementation with state and local funds may also be included.

Appendix B is the section of the TIP that would be of most interest to you. If you have any comments or wish information about participating in any of the proposed transit projects, please contact me as soon as possible, preferably before October 24, 2019. The document can be viewed at the following website:

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

Sincerely,

David J. Moesch
Associate Transportation Planner

Enclosure



APPENDIX C

MPO POLICY BOARD, TECHNICAL ADVISORY COMMITTEE & ENVIRONMENTAL CONSULTATION CONTACTS

OSHKOSH TRANSPORTATION POLICY ADVISORY COMMITTEE

County Officials

Mark Harris, Winnebago County Executive

City Mayors

Lori Palmeri, City of Oshkosh

Town Board Chairmen

Tim Blake, Town of Algoma
Frank Frassetto, Town of Black Wolf
Glen Barthels, Town of Nekimi
Jim Erdman, Town of Oshkosh

Federal Officials

Mary Forlenza, Planning & Program Development Engineer
Kelley Brookins, Region Director, FTA

State Officials

Will Dorsey, Director, WisDOT Northeast Region

Other

Mark Rohloff, City Manager, Oshkosh
Ray Palonen, Winnebago County Highway Department
James Rabe, City of Oshkosh
Jim Collins, Go Transit
Dave Tebo, Town of Algoma

ENVIRONMENTAL CONSULTATION ORGANIZATIONS

Members

WI DNR Northeast Region
WI Historical Society
Bad River Band of Lake Superior Chippewa Indians
Forest County Potawatomi
Ho-Chunk Nation
Lac Courte Oreilles Band of Lake Superior Chippewa Indians
Lac Du Flambeau Band of Lake Superior Chippewa Indians
Menominee Indian Tribe of WI
Stockbridge-Munsee Band of Mohican Indians
Oneida Nation of WI
Red Cliff Band of Lake Superior Chippewa Indians
St. Croix Chippewa Indians of WI
Sokaogon Chippewa Community
U.S. Environmental Protection Agency
U.S. Fish & Wildlife Service
USDA Natural Resources Conservation Service
National Park Service

September 26, 2019

Dear Transportation Stakeholder:

The East Central Wisconsin Regional Planning Commission (ECWRPC) is seeking comments on the Oshkosh Metropolitan Planning Organization (MPO) Transportation Improvement Program for the Oshkosh Urbanized Area – 2020.

The purpose of this letter is to promote cooperation and coordination to eliminate or minimize conflicts with other agencies' plans that impact transportation. Fixing America's Surface Transportation Act (FAST Act) requires that the ECWRPC consult with federal, state and local entities that are responsible for economic growth and development, environmental protection, airport operations, freight movement, land use management, natural resources, conservation, and historic preservation.

Enclosed is a link to the draft ***Transportation Improvement Program for the Oshkosh Urbanized Area - 2020*** (TIP). This document will be under a 30-day public review period from September 25, to October 24, 2019. Your comments are an important part of this planning process and will be incorporated into the document.

For further information on the Oshkosh Transportation Improvement Program please visit the following website:

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

Please direct any comments or concerns to:

David Moesch
East Central Wisconsin Regional Planning Commission
400 Ahnaip Street, Suite 100
Menasha, WI 54952
Email: dmoesch@ecwrpc.org

Sincerely,

David Moesch
Associate Transportation Planner



APPENDIX D

SUMMARY OF PROCEEDINGS

Oshkosh Metropolitan Planning Organization (MPO)
Transportation Policy Advisory Committee
Winnebago County Highway Department (901 CTH Y, Oshkosh, WI 54903)
Tuesday, August 20, 2019

Committee Members

Ray Palonen Winnebago County Highway Department
James Rabe City of Oshkosh
Jim Collins City of Oshkosh
Dave Tebo Town of Algoma
Jim Erdman Town of Oshkosh
Matt Halada WisDOT – Northeast Region
Sandy Carpenter WisDOT – Northeast Region
Alex Gramovot WisDOT, Madison (via phone)

MPO Staff

Walt Raith ECWRPC
Melissa Kraemer Badtke ECWRPC
Dave Moesch ECWRPC
Kim Biedermann ECWRPC
Kolin Erickson ECWRPC

The meeting was called to order by Mr. Raith at 1:30 PM

1. Statement of compliance with Wis. Stats. Ch. 19, Subchapter V, Sec.19.84 regarding Open Meetings and introductions were made.
2. Public Comment (None)
3. Discussion and action on April 1, 2019 Summary of Proceedings

Mr. Palonen motioned to approve minutes; Mr. Rabe seconded the motion; motion carried.

4. Discussion and action on Surface Transportation Block Grant Program project selection

Mr. Raith stated the committee will need to select a project for the 2023-2024 funding cycle. The committee discussed and agreed to allocate Winnebago County's CTH I (Ripple-35th Street) project for this cycle. The total project cost is budgeted for \$2,051,200 (\$1,840,000 for construction costs; \$211,200 for design costs). Mr. Rabe motioned to approve the CTH I project funds for 2023-2024; Mr. Palonen seconded the motion; motion carried.

5. Discussion on new transportation funding program for local units of government

Ms. Carpenter noted WisDOT's new transportation funding program will award \$75 million and be available to municipalities (separate allocations for counties, villages and towns). Local share is 10% with the balance covered by WisDOT. The details of the new funding program will be available soon; program will be similar to the State's Local Road Improvement Program. Project eligibility is flexible with projects open to funding most transportation related modes. The program will have minimal oversight from WisDOT.

6. Discussion on upcoming Transportation Alternatives Program

Ms. Kraemer Badtke noted the TAP funding cycle for 2020-2021 will be available in October. WisDOT oversees and administers the project selection and awards funds. More details to follow in the coming weeks. TAP fund projects with an emphasis on bicycle and pedestrian improvements.

7. Discussion on update to Long Range Transportation Land Use Plan

Mr. Raith noted the 5-year update to the Oshkosh MPO Long Range Transportation Land Use Plan is underway with adoption of the plan in October 2020. Communities are encouraged to submit their wish list of transportation projects to staff. Public outreach and events will also take place over the next year.

8. Discussion on Intermodal Freight Facility

Mr. Raith stated there are on-going efforts to study freight/shipping container transportation options in the region. Railroad and shipping in/out of the Port of Green Bay could help reduce cost and save time of shipping in/out of Chicago. ECWRPC is coordinating with Brown County and its MPO. General discussion on the Transload facility recently built in Oshkosh as well as west side arterial designs/concepts to spur economic development.

9. Local Project Updates

Mr. Halada noted WIS 21 is currently being resurfaced from City of Omro to the Winnebago/Waushara County line. WIS 116 Wolf River Bridge in Winneconne is finishing fishing piers using portions of the old bridge. Mr. Halada noted the Midway Road interchange part of the US 10/WIS 441 improvements will reopen by the end of this August. Ms. Biedermann stated she is working with a statewide coalition which is looking for examples where eminent domain restrictions hampered transportation projects from being started or completed; please share any examples with her.

10. Adjourn

Mr. Palonen motioned to adjourn; Mr. Halada seconded the motion; motion carried.



APPENDIX E

MPO RESOLUTION OF ADOPTION

RESOLUTION NO. 29-19

**APPROVAL OF THE TRANSPORTATION IMPROVEMENT PROGRAM FOR OSHKOSH
URBANIZED AREA-2020**

WHEREAS, the East Central Wisconsin Regional Planning Commission has been designated by the Governor as the Metropolitan Planning Organization (MPO) for the purpose of carrying out cooperative, comprehensive and continuing urban transportation planning in the Oshkosh urbanized area; and

WHEREAS, all transportation projects in the Oshkosh urbanized area which are to be implemented with federal funds must be included in the annual elements of the Transportation Improvement Program (TIP) and approved by the MPO as a prerequisite for funding approval; and

WHEREAS, the urban area transit systems are required by the Federal Transit Administration to publish a biennial program of projects; and

WHEREAS, a completed and approved TIP is also a prerequisite for continued transportation planning certification, and

WHEREAS, the metropolitan planning organization (MPO) must work with GO Transit to establish 2020 calendar year targets for transit performance measures addressed in the Transit Asset Management Plan (TAM) and incorporate them into the TIP; 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 2020 targets means agreeing to plan and program projects so that they contribute to the accomplishment of WisDOT's HSIP target(s) and incorporate into the TIPs; and

WHEREAS, the Commission affirms the validity of the transportation plan for the urbanized areas; and

WHEREAS, this organization's staff has worked with principal elected officials of general purpose local governments, their designated staffs, and private providers to solicit their input into this TIP; and

WHEREAS, the Federal Highway Program Manual requires the evaluation, review, and coordination of federal and federally-assisted programs and projects in accordance with clearinghouse review requirements of the Project Notification and Development Review Process; and

WHEREAS, in accordance with the Fixing America's Surface Transportation Act (FAST Act), coordination has occurred between the MPO, the state and transit operators in programming multimodal projects; and

WHEREAS, all required public participation procedures have been followed; now therefore

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

RESOLUTION NO. 29-19

Section 1: That the Commission, as the designated MPO, approve the Transportation Improvement Program for the Oshkosh Urbanized Area - 2020.

Section 2: That the Commission certifies that the metropolitan planning process is addressing the major transportation issues in these areas in conformance with all applicable requirements.

Section 3: That the Commission further certifies that the TIP contains only projects that are consistent with the metropolitan plans for the urbanized areas.

Effective Date: October 25, 2019

Prepared for: Transportation Committee

Prepared By: David J. Moesch, Associate Transportation Planner



Martin Farrell, Chair – Fond du Lac County



APPENDIX F

DOCUMENTATION OF PUBLIC INVOLVEMENT NOTICES

STATE OF WISCONSIN
BROWN COUNTY

EAST CENTRAL WI PLANNING COMM

400 AHNAIP ST STE 100

MENASHA

WI 549523388

Being duly sworn, doth depose and say that she/he is an authorized representative of the Oshkosh Northwestern, a daily newspaper published in the city of Oshkosh, in Winnebago County, Wisconsin, and that an advertisement of which the annexed is a true copy, taken from said paper, which was published therein on

Account Number: GWM-N5251
Order Number: 0003801974
No. of Affidavits: 1
Total Ad Cost: \$24.67
Published Dates: 09/25/19

(Signed)


Legal Clerk

(Date)

9/30/19

Signed and sworn before me



My commission expires

5.15.23

NANCY HEYRMAN
Notary Public
State of Wisconsin

NOTICE OF OPPORTUNITY TO REVIEW METROPOLITAN PLANNING ORGANIZATION
2020 TRANSPORTATION IMPROVEMENT PROGRAM
The Oshkosh Metropolitan Planning Organization (MPO) has prepared a draft Transportation Improvement Program (TIP) for the Oshkosh Urbanized Areas - 2020. This publication of the TIP serves to update the listing of state and federal-funded, in addition to significant local transportation projects for the years 2020 - 2023. The MPO's public participation satisfies the Oshkosh Area Transit public participation requirements for the Program of Projects. This document also establishes performance measure targets from WisDOT and the MPO. The draft Transportation Improvement Program (TIP) for the Oshkosh Urbanized Area - 2020 can be viewed on the internet at:
<http://www.ecwrpc.org/programs/fox-clle-s-and-oshkosh-mpo/transportation-improvement-program/>
A 30-day public review and comment period for this document will commence on September 25, and end on October 24, 2019. Please contact East Central Wisconsin Regional Planning Commission at (920)751-4770 for more information or a copy of this document and forward any comments to the Commission at 400 Ahnaip Street, Suite 100, Menasha, WI 54952-3100.
Run: Sept. 25, 2019 WNAXLP

EAST CENTRAL WI PLANNING COMM



APPENDIX G

TITLE VI & ENVIRONMENTAL JUSTICE

TITLE VI AND ENVIRONMENTAL JUSTICE

Environmental justice is a process which seeks to ensure that access to transportation systems and the transportation planning process is available to all, regardless of race or socioeconomic status. The decision making process depends upon understanding and properly addressing the unique needs of different socio-economic groups. In terms of race, the Oshkosh Urbanized Area has a substantially low minority population which is fairly scattered.

Efforts were made to include all individuals within the TIP planning process. There are three fundamental environmental justice principles that were considered in developing this TIP.

- To avoid, minimize, or mitigate disproportionately high and adverse human health and environmental effects, including social and economic effects, on minority populations and low-income populations.
- To ensure the full and fair participation by all potentially affected communities in the transportation decision-making process.
- To prevent the denial of, reduction in, or significant delay in the receipt of benefits by minority and low-income populations.

Environmental justice is more than a set of legal and regulatory obligations. Properly implemented, environmental justice principles and procedures improve all levels of transportation decision making. This approach will:

- Make better transportation decisions that meet the needs of all people.
- Design transportation facilities that fit more harmoniously into communities.
- Enhance the public-involvement process, strengthen community-based partnerships, and provide minority and low-income populations with opportunities to learn about and improve the quality and usefulness of transportation in their lives.
- Improve data collection, monitoring, and analysis tools that assess the needs of, and analyze the potential impacts on minority and low-income populations.
- Partner with other public and private programs to leverage transportation-agency resources to achieve a common vision for communities.
- Avoid disproportionately high and adverse impacts on minority and low-income populations.
- Minimize and/ or mitigate unavoidable impacts by identifying concerns early in the planning phase and providing offsetting initiatives and enhancement measures to benefit affected communities and neighborhoods.

In analyzing the Oshkosh area's transportation system, it is unrealistic to think that any project will not have some type of adverse impact on someone. The goal is not just to move traffic efficiently and safely, but to do so without causing other physical, environmental or societal problems. This is especially important in identified low-income and minority areas. It is common knowledge that adverse impacts from transportation improvements will happen, but every effort to identify the impacts, minimize the impacts, and mitigate the damages from these projects will be considered. Transportation improvements also provide positive aspects to the community, such as providing access to regional networks and transit.

The Oshkosh MPO utilizes a number of tools to identify and consider minority and low income populations throughout the planning process. These tools include U.S Census data, public outreach and GIS analysis. The MPO utilizes U.S. Census data to identify and track the growth of minority and low income populations. The data can be represented either in a table or on a map. Mapping the data allows the ability to identify clusters of minority and low income populations. U.S. Census data can be broken down to either the census tract or block level. GIS analysis is used to identify minority and low income populations geographically and overlay modes of transportation (transit, rail, bicycle and pedestrian) to ensure they are not adversely affected by projects, plans or programs.

Public participation efforts within the planning process to include minority groups have included notification to local minority organizations and agencies and disclaimers on public documents in Hmong and Spanish (the primary languages spoken by non-English speaking residents of the Urbanized Area) for further information and contacts. Advertisements were published in the local newspaper (*The Oshkosh Northwestern*) prior to the public review period. All meeting locations were selected to include easy access for all individuals, especially transit and alternative mode users, as well as facilities which catered to the mobility needs of the disabled. Various planning documents, including the draft of this TIP were open to public comment. Public participation throughout the process is characterized as consistent.

The following maps identify the areas of concentration of populations protected under environmental justice provisions of Title VI, in relation to the projects programmed in the *Transportation Improvement Program for the Oshkosh Urbanized Area – 2020*.

The Title VI Non-Discrimination Plan and population data for the East Central Region and MPO areas can be viewed at the following website:

<http://www.ecwrpc.org/2017/08/22/now-accepting-comments-draft-title-vi-non-discrimination-plan/>

Map G-1 illustrates the relationship of projects to the distribution of population in poverty, which is determined by household income and family size. U.S. Census calculates a person's poverty status by comparing a person's total family income in the last 12 months with the poverty threshold appropriate for that person's family size and composition. Poverty thresholds are determined by multiplying the 1982 poverty threshold (Poverty Thresholds in 1982, by Size of Family and Number of Related Children Under 18 Years Old (Dollars)) by the inflation factor. Also included, are the transit fixed routes with a ¼ mile buffer. Inclusion of transit fixed routes and 2020 TIP projects allow the MPO to determine the potential for disproportionately high adverse impacts to this population.

Map G-2 depicts 2016 households making less than \$25,000 (low-income) for the area. In addition to the MPO boundaries, there are 2020 TIP projects and transit fixed routes with a ¼ mile buffer. Inclusion of transit fixed routes and 2020 TIP projects allows the MPO to determine the potential for disproportionately high adverse impacts to individuals classified as in poverty or making less than \$25,000 per household. Further analysis of the TIP projects in relation to individuals classified as in poverty or making less than \$25,000 per household do not propose a disproportionately high adverse impact compared to the general population.

Map G-3 depicts 2016 households making more than \$100,000 for the area. Further analysis of the TIP projects in relation to households making more than \$100,000 per household do not

propose a disproportionately high adverse impact compared to the general population. Typically, households in this class have more resources in their ability to access all modes of transportation.

Minority populations make up a fairly small percentage of the population within the Oshkosh area. 7.5 percent of the population of Winnebago County consider themselves to be a minority population. **Map G-4** illustrates the 2016 distribution of white and minority population by U.S. Census block group for MPO area. Further analysis of the TIP projects in relation to the minority population do not propose a disproportionately high adverse impact compared to the general population.

Persons of Hispanic Ethnicity make up 3.5 percent of the total population of Winnebago County.

Map G-5 illustrates the 2016 distribution of Hispanic or Latino population by U.S. Census tract for MPO area. Inclusion of transit fixed routes and 2020 TIP projects allow the MPO to determine the potential for disproportionately high adverse impacts to the Hispanic or Latino population. Further analysis of the TIP projects in relation to the Hispanic or Latino population do not propose a disproportionately high adverse impact compared to the general population.

Map G-6 depicts 2016 households that speak English less than very well or with limited English proficiency. The language spoken at home by census tract is included with transit fixed routes and 2020 TIP projects. Further analysis of the TIP projects in relation to these households do not propose a disproportionately high adverse impact compared to the general population.

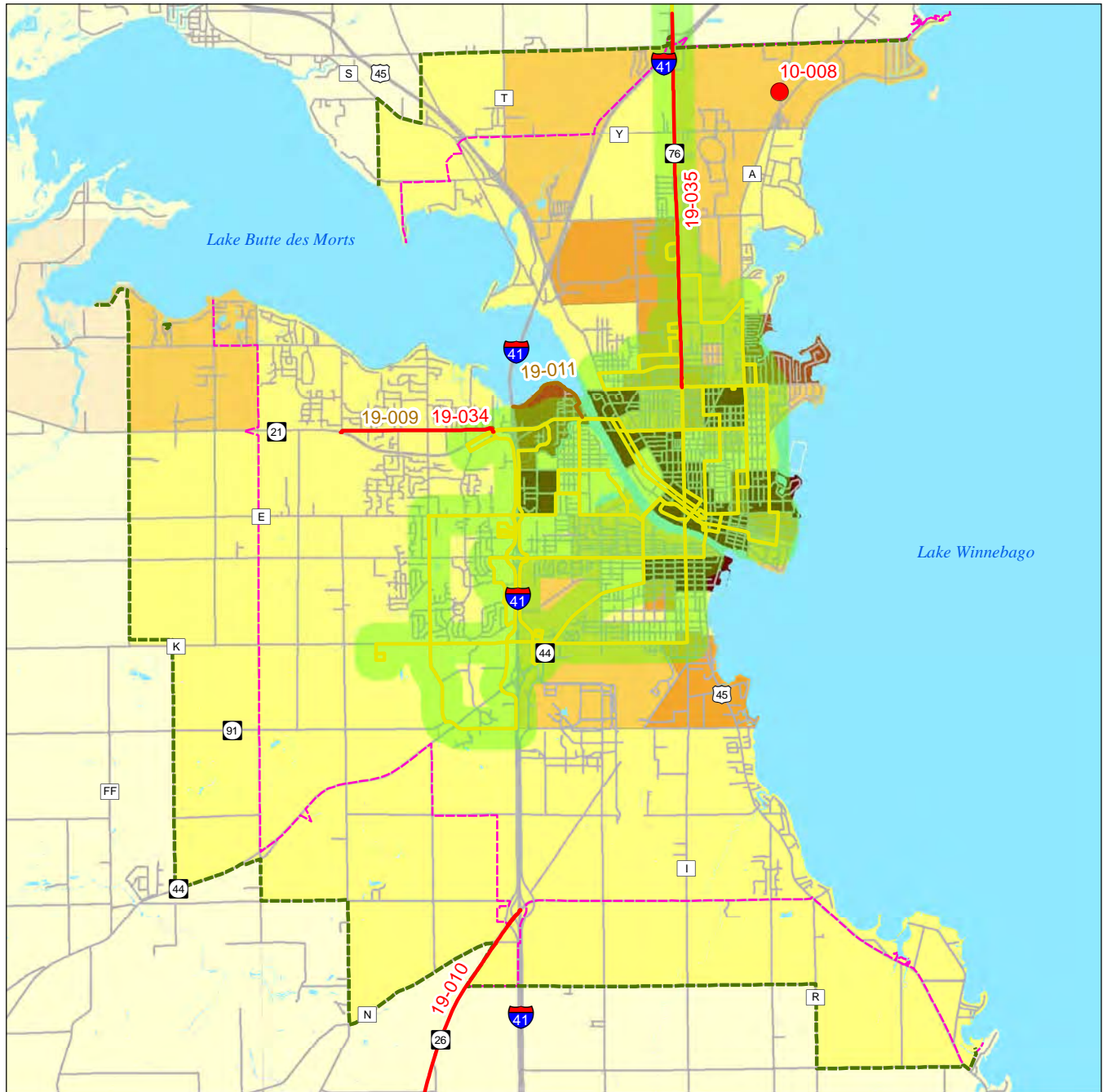
Map G-7 depicts 2016 distribution of households with no car in the Oshkosh MPO area by census tract. This analysis is included with transit fixed routes and 2020 TIP projects. Further analysis of the TIP projects in relation to these households do not propose a disproportionately high adverse impact compared to the general population. The majority of these households are served by fixed transit or other modes of transportation in the area.

Map G-8 depicts 2016 distribution of households with at least one car in the Oshkosh MPO area by census tract. This analysis is included with transit fixed routes and 2020 TIP projects. Further analysis of the TIP projects in relation to these households do not propose a disproportionately high adverse impact compared to the general population.

It appears that none of the programmed projects disproportionately affect any certain population concentration in the Oshkosh urbanized area. Also, the concentration of populations near the city center, allows for optimal access to a number of modes, including the radial route design of urban transit systems, urban bicycle and pedestrian routes, and well-developed and maintained local street and highway systems.

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Figure G-1
Oshkosh Urbanized Area TIP Projects (2020 - 2023) and
Population Below Poverty Level (American Community Survey 2017)



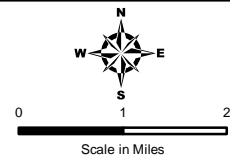
- Transit Routes
- 1/4 Mile Transit Buffer
- Population Below Poverty Level**
- < 10%
- 10.01% - 15%
- 15.01% - 20%
- 20.01% - 25%
- > 25.00%
- - - 2018 Metropolitan Planning Boundary
- - - 2018 Adjusted Urbanized Boundary

TIP Project Year and Number

- 2020 **06-056**
- 2021 **06-056**
- 2022 **06-056**
- 2023 **06-056**

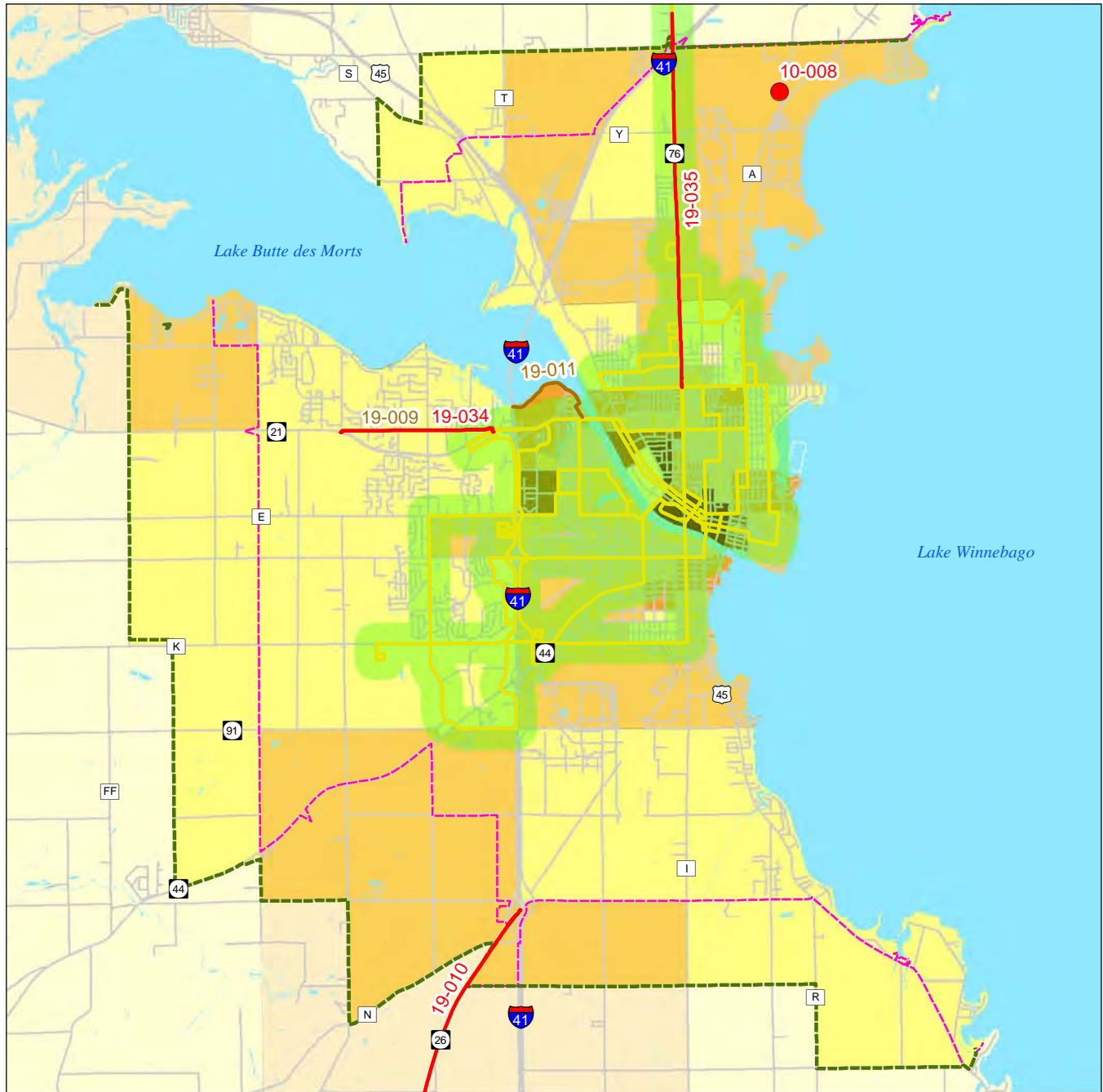
TIP Intersection Project Year and Number

- 2020 **06-056**
- 2021 **06-056**
- 2022 **06-056**
- 2023 **06-056**



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Figure G-2
Oshkosh Urbanized Area TIP Projects (2020 - 2023) and
Household Income Less than \$25,000 per Year (American Community Survey 2017)



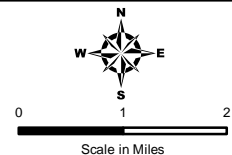
- Transit Routes
- 1/4 Mile Transit Buffer
- Household Income Less than \$25,000**
- < 15%
- 15.01% - 30%
- 30.01% - 45%
- 45.01% - 60%
- > 60.00%
- 2018 Metropolitan Planning Boundary
- 2018 Adjusted Urbanized Boundary

TIP Project Year and Number

- 2020 **06-056**
- 2021 **06-056**
- 2022 **06-056**
- 2023 **06-056**

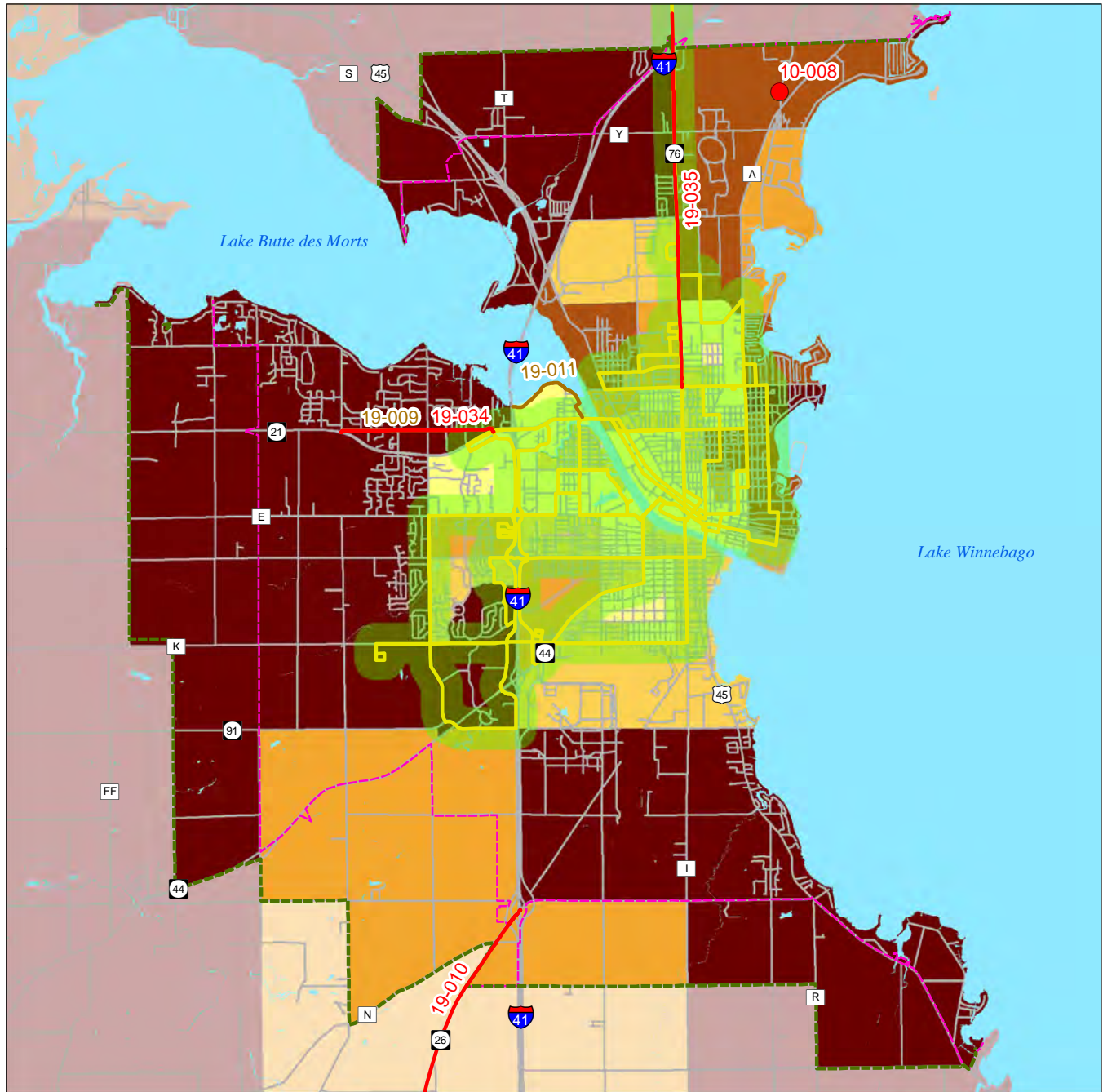
TIP Intersection Project Year and Number

- 2020 **06-056**
- 2021 **06-056**
- 2022 **06-056**
- 2023 **06-056**



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Figure G-3
Oshkosh Urbanized Area TIP Projects (2020 - 2023) and
Household Income Greater than \$100,000 per Year (American Community Survey 2017)



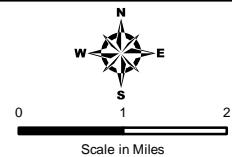
- Transit Routes
- 1/4 Mile Transit Buffer
- Household Income Greater than \$100,000**
- < 10.00%
- 10.01% - 15%
- 15.01% - 20%
- 20.01% - 25%
- > 25%
- - - 2018 Metropolitan Planning Boundary
- - - 2018 Adjusted Urbanized Boundary

TIP Project Year and Number

- 2020 **06-056**
- 2021 **06-056**
- 2022 **06-056**
- 2023 **06-056**

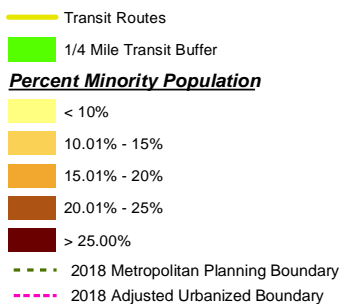
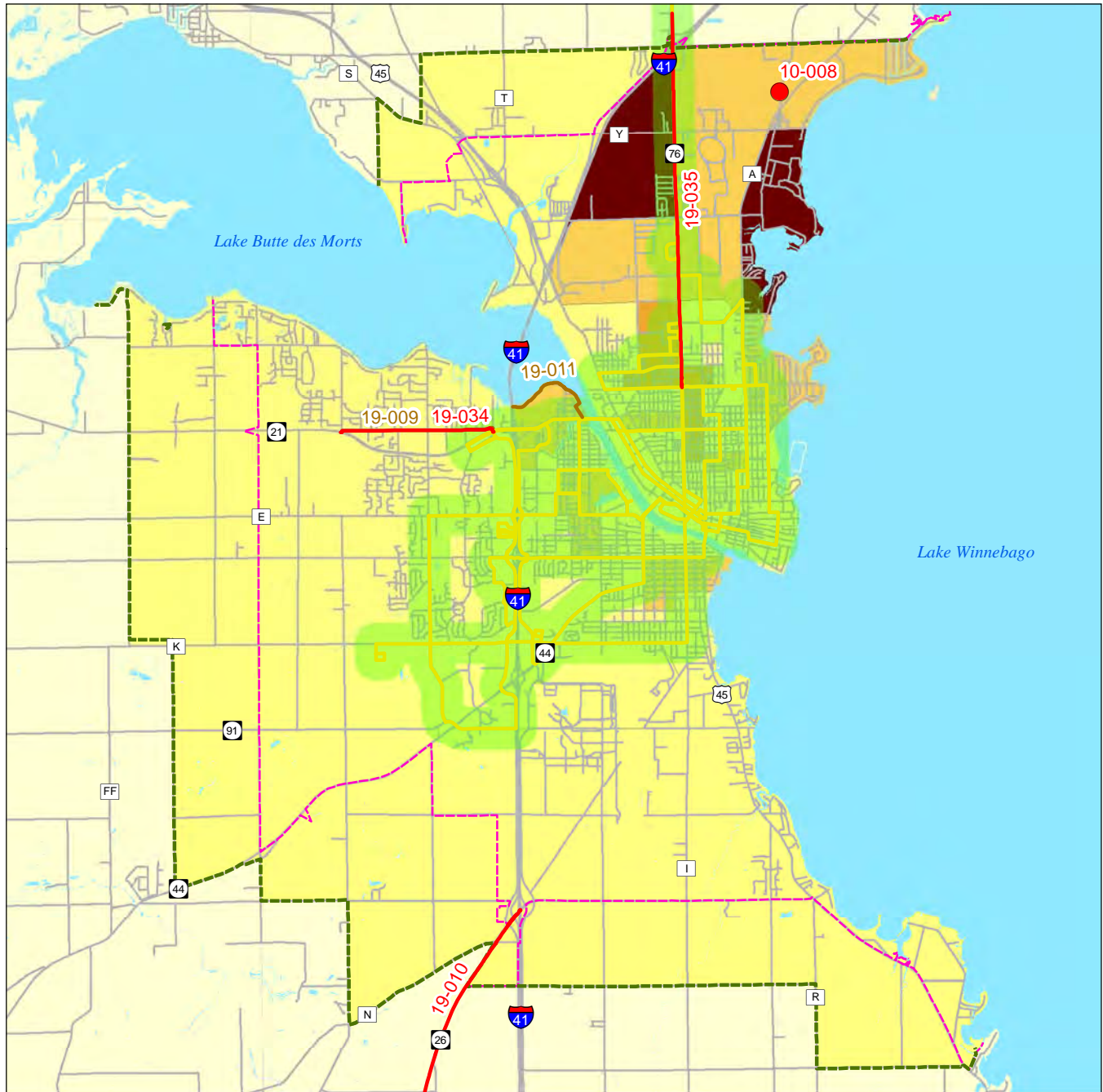
TIP Intersection Project Year and Number

- 2020 **06-056**
- 2021 **06-056**
- 2022 **06-056**
- 2023 **06-056**



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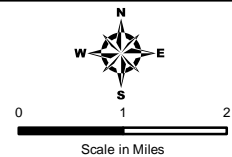
Figure G-4
Oshkosh Urbanized Area TIP Projects (2020 - 2023) and
Minority Population (American Community Survey 2017)



TIP Project Year and Number

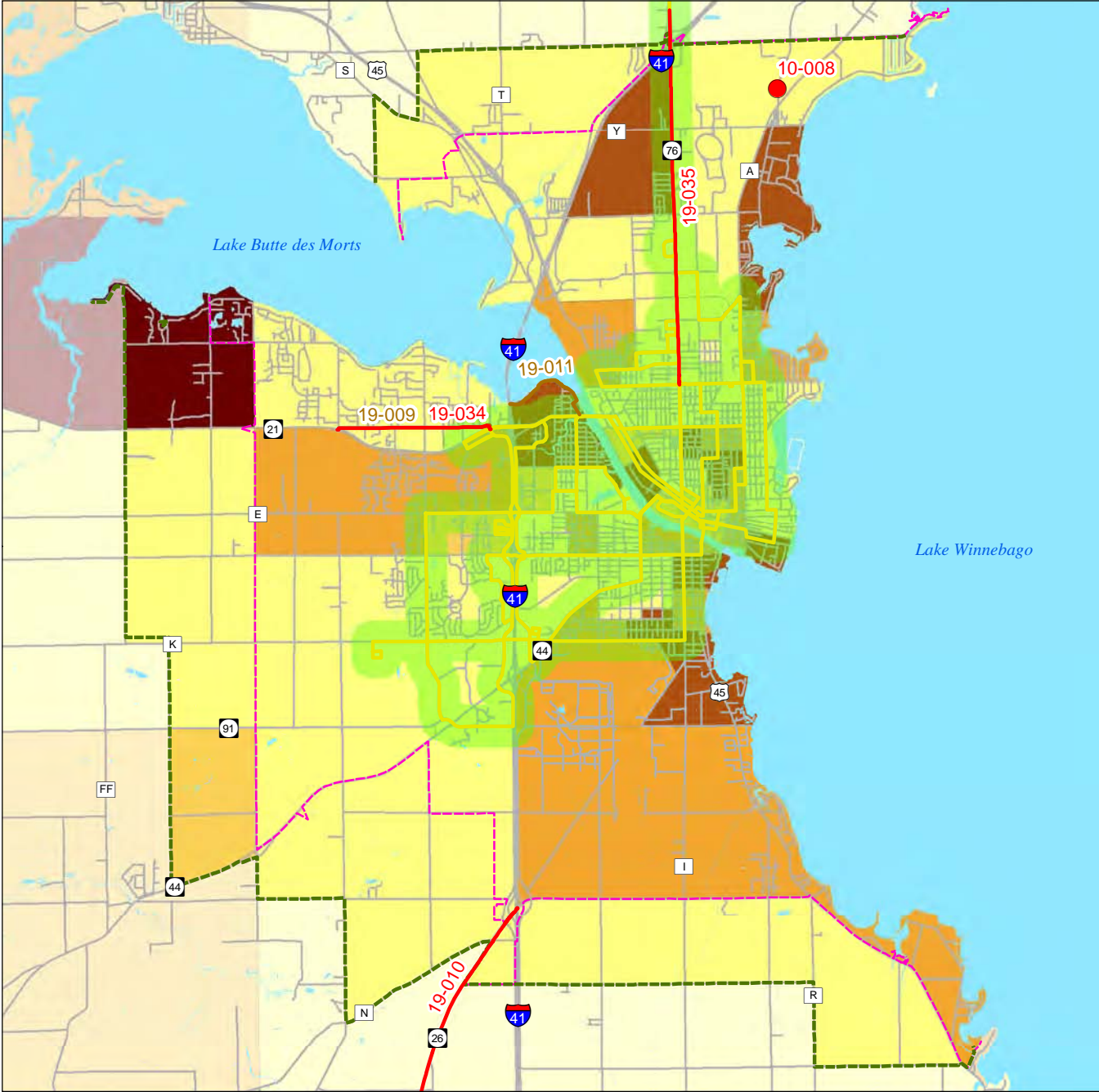


TIP Intersection Project Year and Number



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Figure G-5
Oshkosh Urbanized Area TIP Projects (2020 - 2023) and
Hispanic Population (American Community Survey 2017)



- Transit Routes
- 1/4 Mile Transit Buffer
- Percent Hispanic Population**
- < 2.00%
- 2.00% - 2.5%
- 2.51% - 5%
- 5.01% - 10%
- > 10.00%
- 2018 Metropolitan Planning Boundary
- 2018 Adjusted Urbanized Boundary

TIP Project Year and Number

- 2020 **06-056**
- 2021 **06-056**
- 2022 **06-056**
- 2023 **06-056**

TIP Intersection Project Year and Number

- 2020 **06-056**
- 2021 **06-056**
- 2022 **06-056**
- 2023 **06-056**



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Figure G-6
Oshkosh Urbanized Area TIP Projects (2020 - 2023) and
"Speaks English Less than Well" (American Community Survey 2017)



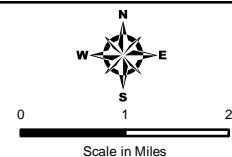
- Transit Routes
- 1/4 Mile Transit Buffer
- Speaks English Less than Well**
- < 5%
- 5.01% - 10%
- 10.01% - 15%
- 15.01% - 20%
- > 20%
- - - 2018 Metropolitan Planning Boundary
- - - 2018 Adjusted Urbanized Boundary

TIP Project Year and Number

- 2020 **06-056**
- 2020 **06-056**
- 2021 **06-056**
- 2022 **06-056**

TIP Intersection Project Year and Number

- 2020 **06-056**
- 2021 **06-056**
- 2022 **06-056**
- 2023 **06-056**

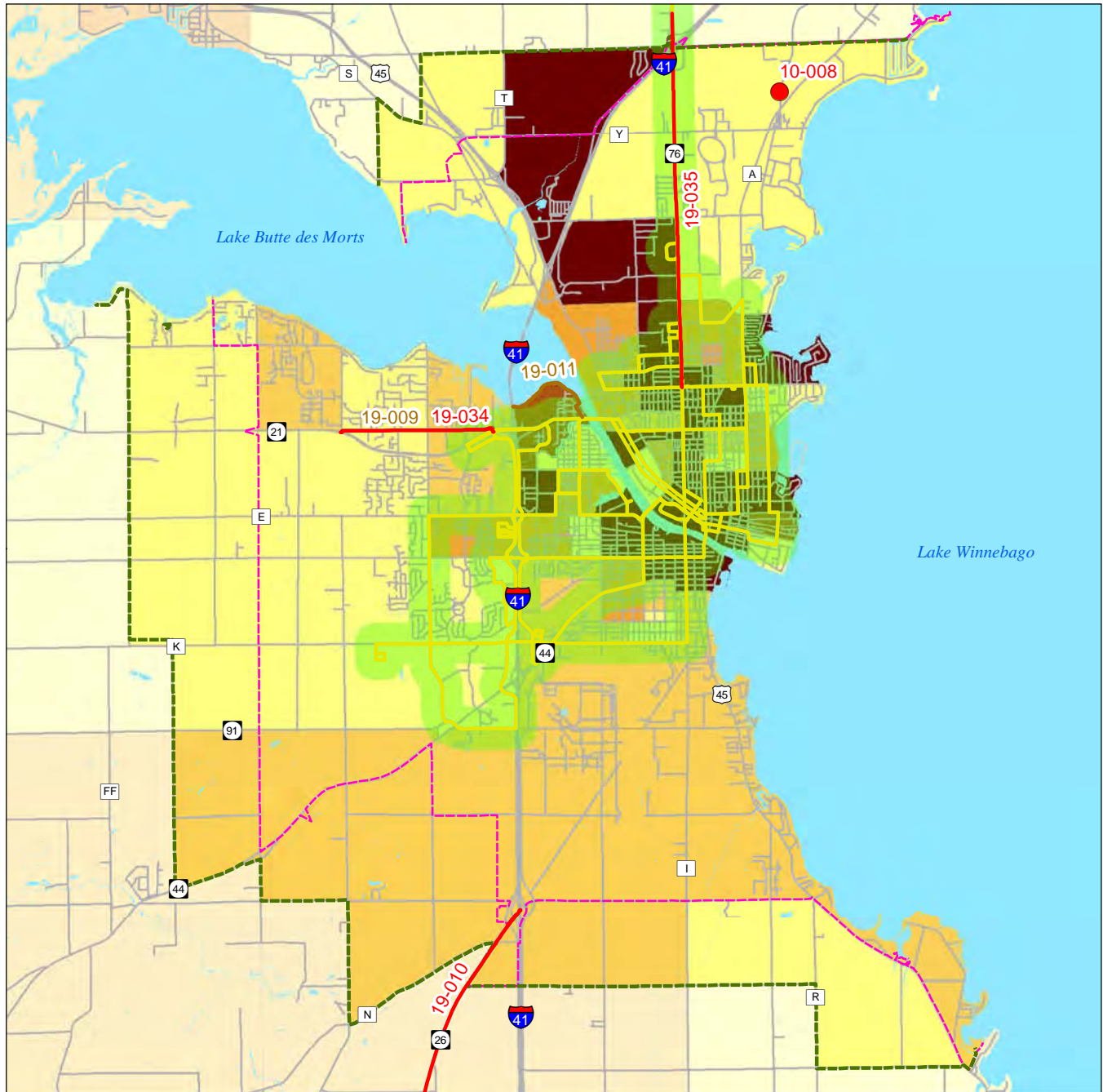


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Prepared SEPTEMBER 2019:



Figure G-7
Oshkosh Urbanized Area TIP Projects (2020 - 2023) and
Household No Access to a Car (American Community Survey 2017)



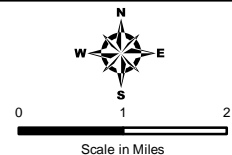
- Transit Routes
- 1/4 mile transit buffer
- Household No Access to a Car**
- < 2.5%
- 2.51% - 5%
- 5.01% - 7.5%
- 7.51% - 10%
- > 10.00%
- - - 2018 Metropolitan Planning Boundary
- - - 2018 Adjusted Urbanized Boundary

TIP Project Year and Number

- 2020 **06-056**
- 2021 **06-056**
- 2022 **06-056**
- 2023 **06-056**

TIP Intersection Project Year and Number

- 2020 **06-056**
- 2020 **06-056**
- 2021 **06-056**
- 2023 **06-056**

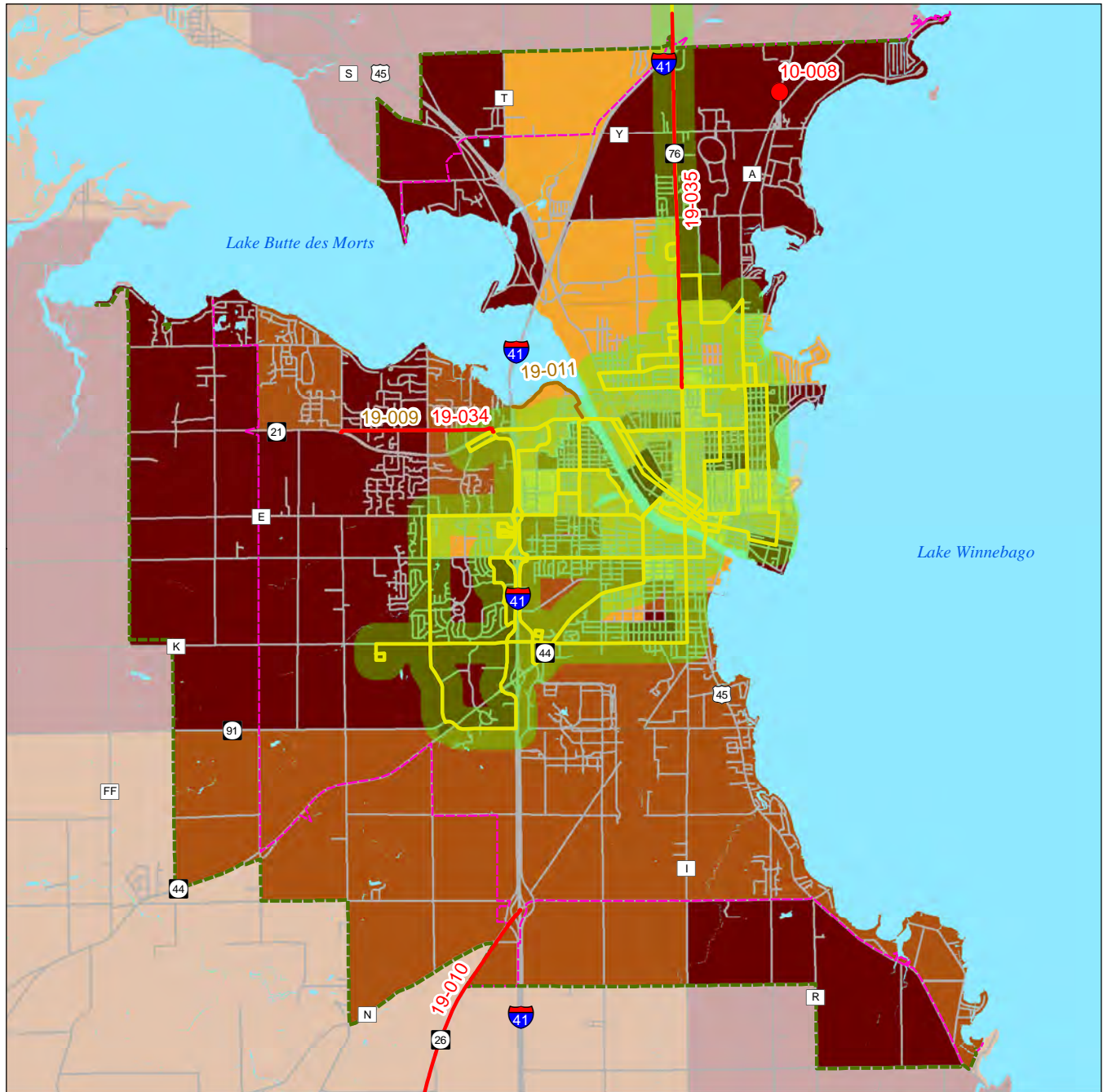


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Prepared SEPTEMBER 2019:



Figure G-8
Oshkosh Urbanized Area TIP Projects (2020 - 2023) and
Household Access to a Car (American Community Survey 2017)



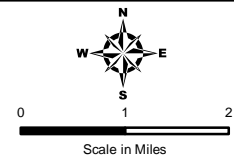
- Transit Routes
- 1/4 mile transit buffer
- Household Access to a Car**
- < 85%
- 85% - 94%
- 94.01% - 96%
- 96.01% - 98%
- 98.01% - 100%
- 2018 Metropolitan Planning Boundary
- 2018 Adjusted Urbanized Boundary

TIP Project Year and Number

- 2020 **06-056**
- 2021 **06-056**
- 2022 **06-056**
- 2023 **06-056**

TIP Intersection Project Year and Number

- 2020 **06-056**
- 2021 **06-056**
- 2022 **06-056**
- 2023 **06-056**



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APPENDIX H

FUNCTIONAL CLASSIFICATION SYSTEM AND STP-URBAN ELIGIBLE ROADWAYS

FUNCTIONAL CLASSIFICATION SYSTEM AND STP-URBAN ELIGIBLE ROADWAYS

The following maps identify the urbanized area functional classification system and the roadways that are eligible for STP-Urban funding in the Oshkosh urbanized area. Projects must meet federal and state requirements. Counties, towns, cities, villages and certain public authorities located within the urbanized areas are eligible for funding on roads functionally classified as higher than “local”.

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).

Figure H - 1 shows the Oshkosh urbanized area.

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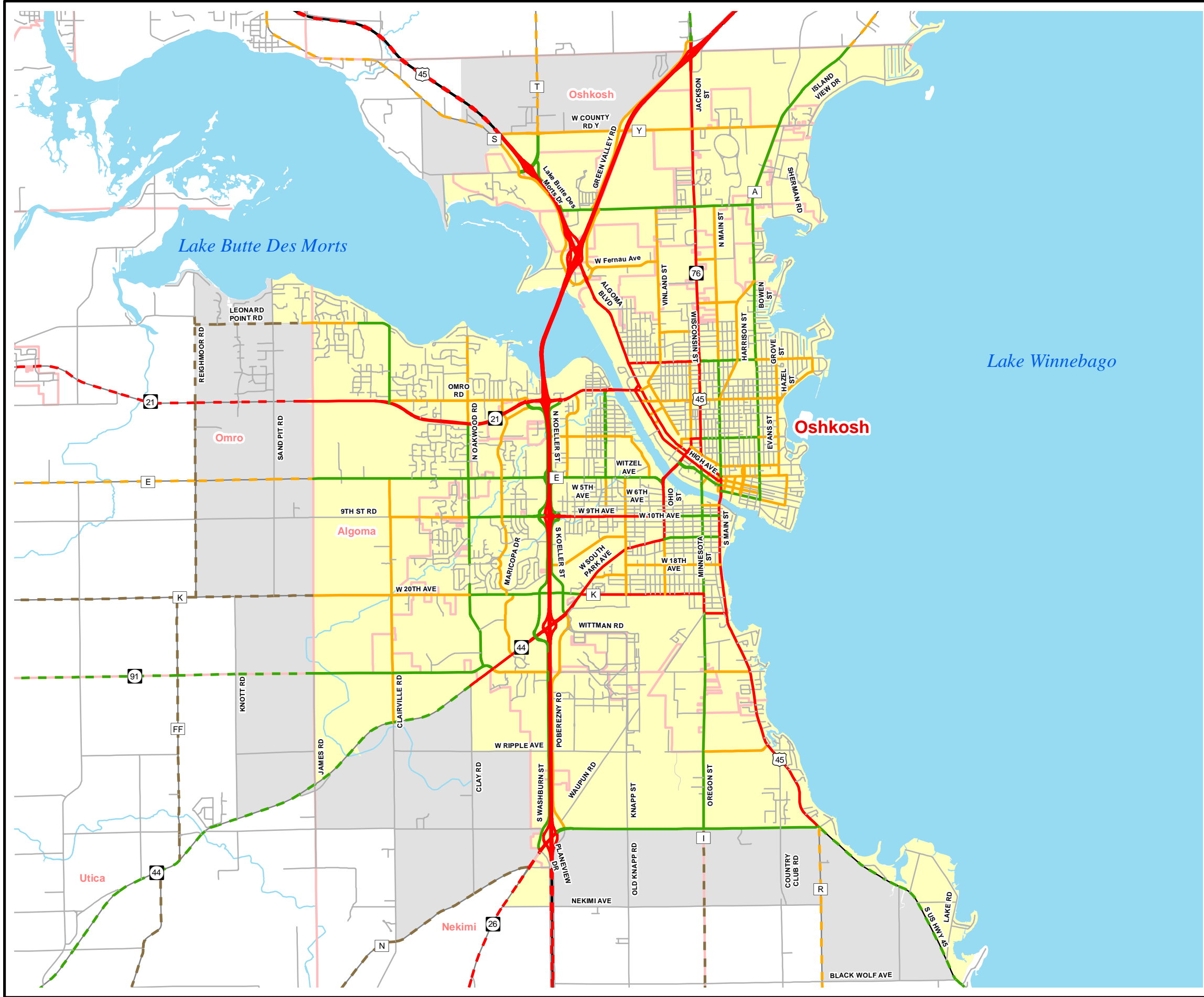
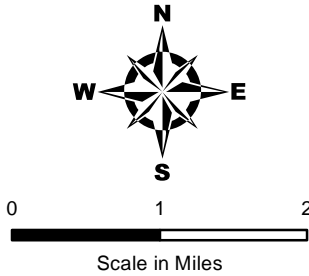


Figure H-1
Oshkosh Urbanized Area
Functional Classification
System
2019

- Urban Principal Arterial
- Urban Minor Arterial
- Urban Collector
- - - Rural Principal Arterial
- - - Rural Minor Arterial
- - - Rural Major Collector
- - - Rural Minor Collector
- Local
- Municipal Boundary
- Oshkosh Adjusted Urbanized Area
- Oshkosh Planning Area Boundary



Source:
 WisDOT and ECWRPC provided 2018 metropolitan planning and adjusted urbanized areas
 WisDOT and ECWRPC provided 2018 functional classification system
 Base data provided by Winnebago County 2018.

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APPENDIX I

PERFORMANCE MEASURES

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 Oshkosh Urbanized 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-Oshkosh-LRTP.pdf>

Performance measures for the Oshkosh MPO Area were also in part developed out of aligning 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 Oshkosh area 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 TIP and LRTP. 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.

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 Oshkosh Urbanized Area – 2020 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 has 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 2020 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, 2019. The WisDOT targets are:

- Number of fatalities < 564.7 (576.2 - 2014-'18 averages)
- Rate of fatalities < 0.888 per 100 million vehicle miles traveled (VMT) (0.906 - 2014-'18 averages)
- Number of serious injuries < 2,907.0 (3,060.0 - 2014-'18 averages)
- Rate of serious injuries < 4.585 per 100 million VMT (4.826 - 2014-'18 averages)
- Number of non-motorized fatalities and non-motorized serious injuries < 344.7 (3620.8 - 2014-'18 averages)

East Central Wisconsin Regional Planning Commission agreed to adopt the targets and they will be approved by formal resolution on October 25, 2019. 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 2020 HSIP targets.

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 were no Highway Safety Improvement Program projects programmed in the Oshkosh Urbanized Area in the four-year program (2020-2023).

Office of the Commissioner of Railroads Projects

There is an Office of the Commissioner of Railroads (OCR) project on Sherman Road to install warning devices on the at-grade crossing with Wisconsin Central Ltd. Railroad Tracks in the Town of Oshkosh. This project will improve sight distance as the tracks cross at a 45 degree angle, and has significant curvature on either side of the crossing. This project will install new automatic flashing lights with gates and constant warning time circuitry, pavement markings and stop lines. This project is scheduled to be installed by December 31, 2020.

Major Reconstruction Projects

The 2020-2023 TIP contains one reconstruction project that will improve safety to the transportation system.

- The WIS 76 (I-41 to CTH JJ) project will be reconstructed in 2020. This is an important parallel route to I-41 and has had significant crashes along this stretch of highway in the past.

Surface Transportation Block Grant Program – Urban Projects

The 2020-2023 TIP contains one project that is programmed for construction in the Town of Algoma. The Omro Road project from Leonard Point Road to Brooks Lane presents a unique opportunity to take an existing traditional rural cross section and upgrade capacity to include new vehicle drive lanes, pedestrian and bicycle accommodations, upgraded storm sewer capacity (in alignment with town storm water management initiatives). All of these enhancements are designed to focus on one overarching responsibility, safety. Current pavement deficiencies include a driving surface that has reached its useful life, non-existent bicycle and pedestrian accommodations and steep shoulder and ditch grades that provide no space for emergency measures or pullovers. Additional deficiencies revolve around the poor intersection quality at Leonard Point Road and Oakwood Road. These intersections require additional enhancements to improve traffic operations and overall functionality of the town's road infrastructure. Additional surface deficiencies include transverse and longitudinal cracking along the full 1.8 mile length, several severe shoulder deficiencies and patching that is settling. The last major maintenance project on Omro Road was an asphalt overlay completed in 2001. This surface treatment bought the community time but the facility has reached the end of its serviceable life.

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.

SETTING TARGETS FOR TRANSIT PERFORMANCE MEASURES

MAP-21/Fast Act Performance Measures for transit as established in 49 USC 625 and 23 CFR 490 are:

- Transit
 - Rolling Stock: The percentage of revenue vehicles (by type) that exceed the useful life benchmark (ULB).
 - Equipment: The percentage of non-revenue service vehicles (by type) that exceed the ULB.
 - Facilities: The percentage of facilities (by group) that are rated less than 3.0 on the Transit Economic Requirements Model (TERM) Scale.

GO Transit Asset Management Plan

Introduction

In accordance with 49 CFR Parts 625 and 630 for Transit Asset Management (TAM), GO Transit has developed the following 2020 performance measures for capital assets. Assets are categorized by Rolling Stock, Equipment and Facilities. GO Transit is a tier II provider.

Performance Measures and Targets

Performance measure of vehicles will be based on the percentage of vehicles that have either met or exceeded their established useful life benchmark (ULB). The established ULB for heavy and medium duty buses is 12 years. For support vehicles, the ULB is 10 years.

For equipment and facilities, performance will be measured by condition rating of each individual asset.

The following targets have been established:

Transit Asset Management Goals

Category	Target
Revenue Vehicles	Allow less than 6% of vehicles to meet or exceed ULB.
Non-Revenue Vehicles	Allow less than 25% of vehicles to meet or exceed ULB.
Equipment & Facilities	Maintain a condition rating above 2 (marginal).

*ULB is useful life benchmark. The established ULB for heavy and medium duty buses is 12 years. For support vehicles, the ULB is 10 years.

Asset Condition Summary

Asset Category/Class	Description	Count	Avg Age	Condition Rating*	% at or past ULB
Revenue Vehicles	Buses	15	11.8		60%
Non-Revenue Vehicles	Staff and Maintenance Vehicles	4	10.3		50%
Facility	Administration	1	40	4	
Facility	Passenger Facility	1	35	3	

* Condition Rating Scale

5, Excellent, No visible defects, new or near new condition, may still be under warranty, if applicable
4, Good, Good condition, but no longer new, may be slightly

defective or deteriorated, but is
overall functional

3, Adequate, Moderately
deteriorated or defective; but has
not exceeded useful life

2, Marginal, Defective or deteriorated in need of replacement; exceeded
useful life

1, Poor, Critically damaged or in need of immediate repair; well past useful life

An asset is not in good repair if it is rated 1 or 2

The methodology used to establish targets is based on staff input, empirical data and comparisons to other plans developed by peers. Targets set above may be adjusted as needed. The East Central Wisconsin Regional Planning Commission agreed to adopt the targets and they will be approved by formal resolution on October 25, 2019. The MPO will continue to work cooperatively with GO Transit to monitor targets and maximize federal funding to improve vehicles and facilities throughout the system.

SETTING TARGETS FOR 2019 – 2021 NATIONAL PERFORMANCE MANAGEMENT MEASURES – SECOND PERFORMANCE RULE (PM2) – 23 CFR Part 490

Pursuant to the regulations promulgated by the U.S. Department of Transportation Federal Highway Administration, the Wisconsin Department of Transportation (WisDOT) has established statewide targets for the federal performance measures intended to assess pavement and bridge conditions on the National Highway System (NHS). The 2019 and 2021 NHS pavement condition targets are identified in Exhibit A. The 2019 and 2021 NHS bridge condition targets are identified in Exhibit B.

Comments for FHWA on the PM2 Rule Calculations

WisDOT would like to provide the following comments about the calculations for the pavement condition performance measure:

The FHWA pavement rating metrics of “good”, “fair”, and “poor” allow national comparisons of NHS condition, using data all states can reasonably collect. While WisDOT understands the utility a simplified measure provides for broad national comparisons, the department cautions that these newly created measures provide only a rudimentary assessment that does not precisely correlate with the more comprehensive condition assessment measure used by the department for establishing condition of state highways. WisDOT uses the Pavement Condition Index (PCI) method to assess state highway conditions. PCI is an American Society of Testing and Materials standard (ASTM D6433-11) that has been widely accepted and used by transportation agencies since its development in the 1970s. PCI is a comprehensive pavement condition measure that involves the identification and measurement of unique distress types for developing accurate condition ratings. PCI provides key information about the causative factors creating the distresses defining pavement condition, and that information is essential to the development of cost-effective improvement plans.

Exhibit A**Wisconsin Department of Transportation NHS Pavement Condition Targets**

Measure	2-Year Target (2019)	4-Year Target (2021)
Interstate – Percentage pavements in “Good” condition	NA	> 45%
Interstate – Percentage pavements in “Poor” condition	NA	< 5%
Non-Interstate NHS – Percentage pavements in “Good” condition	≥ 20%	≥ 20%
Non-Interstate NHS – Percentage pavements in “Poor” condition	≤ 12%	≤ 12%

Exhibit B**Wisconsin Department of Transportation NHS Bridge Condition Targets**

Measure	2-Year Target (2019)	4-Year Target (2021)
Percentage of NHS bridges by deck area in “Good” condition	≥ 50%	≥ 50%
Percentage of NHS bridges by deck area in “Poor” condition	≤ 3%	≤ 3%

There are currently no programmed projects on the National Highway System in the Oshkosh Urbanized Area that will improve pavement or bridge conditions. The MPO will continue to work with WisDOT Northeast Region and Central Office to monitor conditions and program projects as needed.

SETTING TARGETS FOR 2019 – 2021 NATIONAL PERFORMANCE MANAGEMENT MEASURES – THIRD PERFORMANCE RULE (PM3) – 23 CFR Part 490

Pursuant to the regulations promulgated by the U.S. Department of Transportation Federal Highway Administration, the Wisconsin Department of Transportation (WisDOT) has established statewide targets for the federal performance measures intended to assess performance of the National Highway System, freight movement on the Interstate System. The 2019 and 2021 targets for the performance measures are identified in Exhibit C.

Comments for FHWA on the PM3 Rule Calculations

WisDOT is supplying the data as required, but the department cautions its use. While the reliability measures may be useful for describing reliability of individual urban areas or individual states, these measures are not practical to use for inter-state comparisons. The following reliability metric calculations use the “normal” or 50th percentile travel time in the denominator. Comparisons should not be drawn between states with greater prevalence of recurring congestion with “normal” travel times that are significantly higher than free-flow travel times, and states with “normal” travel times that are close to the posted or free-flow speed.

The reliability measures are based on the following metrics:

- **Travel Reliability Metric:** *Level of Travel Time Reliability (LOTTR) = 80th percentile travel time / 50th percentile travel time*
- **Freight Reliability Metric:** *Truck Travel Time Reliability (TTTR) = 95th percentile travel time / 50th percentile travel time*

These reliability metrics do not allow for meaningful comparison between states because urbanized areas with higher levels of recurring congestion may have 50th percentile travel times well above the free-flow travel times, while other urbanized areas with lower levels of recurring congestion have 50th percentile speeds that are closer to the free-flow travel times. For example, it is difficult to compare two 10-mile freeway corridors with a posted speed of 60 mph, when one route has an 80th and 50th percentile travel times of 20 minutes (30 mph) and 10 minutes (60 mph) respectively, while the other route with higher levels of recurring congestion has 80th and 50th percentile travel times of 30 minutes (20 mph) and 15 minutes (40 mph) respectively. While the reliability measures show that these two routes have the same reliability index, the route with the lower 50th percentile travel time has significantly better traffic flow and throughput. For these reasons, these reliability measures should not be used to make simple comparisons between states.

Exhibit C**Wisconsin Department of Transportation**

Measure	2017 Results	2-Year Target (2019)	4-Year Target (2021)
Travel Reliability 1) Percent of person-miles traveled that are reliable on the Interstate	97.9%	94.0%	90.0%
2) Percent of person-miles traveled that are reliable on Non-Interstate NHS	93.9%	NA	86.0%
Freight Reliability 3) Truck Travel Time Reliability Index on the Interstate	1.16	1.40	1.60

East Central Wisconsin Regional Planning Commission agreed to adopt the targets and they will be approved by formal resolution on October 25, 2019. Staff within the MPO will work closely with the Wisconsin Department of Transportation Northeast Region and Central Office to plan and program projects so that they contribute toward the accomplishment of the WisDOT's calendar year 2019 and 2021 PM2 and PM3 performance measures. Further analysis and mapping will be developed and used to better understand how these measures can influence decision making for the MPO area.

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APPENDIX J

OPERATIONS AND MAINTENANCE

OPERATIONS AND MAINTENANCE

INTRODUCTION

Current federal transportation law requires that the TIP shall include a financial plan that demonstrates how the approved TIP can be implemented, indicates resources from public and private sources that are reasonably expected to be made available to carry out the TIP, and recommends any additional financing strategies for needed projects and programs. In developing the TIP, the MPO, state(s), and public transportation operator(s) shall cooperatively develop estimates of funds that are reasonably expected to be available to support TIP implementation in accordance with § 450.314(a). Only projects for which construction or operating funds can reasonably be expected to be available may be included. In the case of new funding sources, strategies for ensuring their availability shall be identified. In developing the financial plan the MPO shall take into account all projects and strategies funded under title 23 U.S.C., title 49 U.S.C. Chapter 53, and other federal funds; and regionally significant projects that are not federally funded. For purposes of transportation operations and maintenance, the financial plan shall contain system-level estimates of costs and revenue sources that are reasonably expected to be available to adequately operate and maintain federal-aid highways (as defined by 23 U.S.C. 101(a)(6)) and public transportation (as defined by title 49 U.S.C. Chapter 53) (See Table 2 – Summary of Federal Funds Programmed) . In addition, for illustrative purposes, the financial plan may include additional projects that would be included in the TIP if reasonable additional resources beyond those identified in the financial plan were to become available. Revenue and cost estimates for the TIP must use an inflation rate(s) to reflect “year of expenditure dollars,” based on reasonable financial principles and information, developed cooperatively by the MPO, state(s), and public transportation operator(s).

To complete a financial analysis of local expenditures for the Oshkosh MPO, financial expenditures data was used as part of the published report from the Wisconsin Department of Revenue’s (DOR) County and Municipal Revenues and Expenditures reports. State and federal transportation expenditures and revenues were taken from ECWRPC’s annual Transportation Improvement Program (TIP) from 2020 – 2023.

Local Financial Analysis

Local expenditures were gathered for the Oshkosh MPO municipalities from 2008 to 2012 to provide a historic pattern of local transportation expenditures. This analysis looked at the following local transportation expenditures which are defined by the DOR¹:

- **Highway Maintenance and Administration** – Includes operating expenditures and capital outlay for engineering, highway equipment and buildings, and highway maintenance. In counties, this entry will include depreciation for equipment and buildings.
- **Highway Construction** – Includes the operating expenditures and capital outlay for constructing highways.

¹ <http://www.revenue.wi.gov/report/m.html>. (9/3/14)

- **Road Related Facilities** – Includes operating expenditures and capital outlays for limited purpose roads, street lighting, sidewalks, storm sewers, and parking facilities.
- **Other Transportation** – Includes operating expenditures and capital outlays for airports, mass transit, docks and harbors, and other transportation facilities.

State and Federal Financial Analysis

State (WisDOT) and federal (FHWA and FTA) expenditures were gathered from ECWRPC's short range Transportation Improvement Program (TIP) for the five year period from 2010-2014 using the year of expenditure dollar amounts. WisDOT expenditures included both preservation and expansion project dollars. Federal funding expenditures included the following sources:

- National Highway System
- Bridge Replacement/Rehab
- Surface Transportation Program Fond du Lac Urbanized Area
- Surface Transportation Program State Flexibility
- Surface Transportation Program (Highway Safety Improvement Program)
- Surface Transportation Program Enhancements
- Section 5307 Operating funds
- Section 5307 Capital funds

ESTIMATED LONG RANGE FINANCIAL NEED

The estimated long range financial need for local MPO expenditures was calculated using the following steps:

1. Gathered local expenditures for Highway Maintenance and Administration, Highway Construction, Road Related Facilities and Other Construction for the local municipalities (2013-2017) provided by the DOR. Please reference **Table J-1**.
2. To account for a degree of variation in local transportation spending projects in a given year by municipalities, a 5-year average value of total local expenditures was calculated. These 5-year average values were used to derive the total average amount of local transportation expenditures.
3. To account for projected revenues needed over the life of this plan, it was assumed that local transportation expenditures must at a minimum be the amount of revenue needed to be fiscally constrained (i.e. expenditures should equal revenues). The calculated 5-year average of expenditures was used to estimate expenses for the life of the plan. An inflation factor of 2 percent (provided by WisDOT) was applied to the 2013-2017 annual average expenses for each municipality and compounded for each year out to 2050. This data was then grouped by 5 year increments as shown in **Table J-2**.

Table J-1: Historic Expenditures for Oshkosh MPO Municipalities (2013 – 2017)

Municipality	2017	2016	2015	2014	2013	5-Year Average
C Oshkosh						
Highway Maintenance & Adm.	5,827,700	6,512,400	5,846,600	5,236,300	5,685,000	
Highway Construction	5,681,000	10,319,900	5,671,100	7,201,100	4,614,500	
Road Related Facilities	3,440,600	2,828,000	2,819,800	2,934,800	1,976,400	
Other Transportation	0	0	0	0	0	
Total Local Transportation Expenditures	14,949,300	19,660,300	14,337,500	15,372,200	12,275,900	15,319,040
T Algoma						
Highway Maintenance & Adm.	155,700	98,900	303,200	239,100	167,700	
Highway Construction	169,700	64,600	7,200	375,000	871,200	
Road Related Facilities	428,600	116,900	133,800	133,900	124,100	
Other Transportation	0	0	0	0	0	
Total Local Transportation Expenditures	754,000	280,400	444,200	748,000	1,163,000	677,920
T Black Wolf						
Highway Maintenance & Adm.	129,900	125,600	181,100	203,700	158,400	
Highway Construction	0	0	0	0	0	
Road Related Facilities	3,500	5,300	7,400	4,700	6,800	
Other Transportation	2,800	3,200	34,500	1,600	28,500	
Total Local Transportation Expenditures	136,200	134,100	223,000	210,000	193,700	179,400
T Nekimi						
Highway Maintenance & Adm.	477,500	184,200	208,700	232,600	161,100	
Highway Construction	0	0	0	0	0	
Road Related Facilities	0	0	0	0	0	
Other Transportation	0	0	0	0	0	
Total Local Transportation Expenditures	477,500	184,200	208,700	232,600	161,100	252,820

Municipality	2017	2016	2015	2014	2013	5-Year Average
T Omro						
Highway Maintenance & Adm.	114,100	182,700	158,100	155,600	131,100	
Highway Construction	108,700	0	0	0	139,500	
Road Related Facilities	12,800	12,500	108,500	89,400	11,500	
Other Transportation	0	0	0	0	0	
Total Local Transportation Expenditures	235,600	195,200	266,600	245,000	282,100	244,900
T Oshkosh						
Highway Maintenance & Adm.	235,300	133,500	129,300	159,400	141,600	
Highway Construction	0	20,000	0	0	0	
Road Related Facilities	9,800	9,800	9,600	10,200	10,200	
Other Transportation	0	0	0	0	0	
Total Local Transportation Expenditures	245,100	163,300	138,900	169,600	151,800	173,740
T Vinland						
Highway Maintenance & Adm.	128,900	112,600	118,000	143,100	129,500	
Highway Construction	0	0	0	0	0	
Road Related Facilities	4,500	4,700	3,700	4,400	4,100	
Other Transportation	0	0	0	0	0	
Total Local Transportation Expenditures	133,400	117,300	121,700	147,500	133,600	130,700
Winnebago County						
Highway Maintenance & Adm.	3,020,500	3,261,000	3,636,500	2,919,600	3,012,800	
Highway Construction	5,274,600	4,457,500	2,471,700	6,261,800	2,739,300	
Road Related Facilities	443,300	484,500	682,700	283,300	13,300	
Other Transportation	0	0	0	0	0	
Total Local Transportation Expenditures	8,738,400	8,203,000	6,790,900	9,464,700	5,765,400	7,792,480
MPO total	25,669,500	28,937,800	22,531,500	26,589,600	20,126,600	
Total 5-year Average						24,771,000

Source: Wisconsin Department of Revenue (2013 – 2017)

Table J-2: Total Local Expenditures and Projected Local Revenues

	2013-20172 annual average	2015-2019	2020-2024	2025-2029	2030-2034	2035-2039	2040-2044	2045-2050
C Oshkosh	15,319,040	82,045,166	91,924,477	102,993,386	115,395,136	129,290,219	144,858,452	197,035,269
T Algoma	677,920	3,630,780	4,067,973	4,557,810	5,106,630	5,721,535	6,410,483	8,719,486
T Black Wolf	179,400	960,824	1,076,520	1,206,147	1,351,383	1,514,107	1,696,425	2,307,464
T Nekimi	252,820	1,354,044	1,517,089	1,699,766	1,904,440	2,133,760	2,390,692	3,251,800
T Omro	244,900	1,311,627	1,469,564	1,646,518	1,844,781	2,066,916	2,315,800	3,149,932
T Oshkosh	173,740	930,510	1,042,556	1,168,093	1,308,747	1,466,337	1,642,904	2,234,664
T Vinland	130,700	699,998	784,287	878,726	984,536	1,103,087	1,235,913	1,681,079
Winnebago County	7,792,480	41,734,685	46,760,087	52,390,613	58,699,128	65,767,270	73,686,510	100,227,781
Total Local Expenditures	24,771,000	132,667,635	148,642,553	166,541,060	186,594,781	209,063,232	234,237,179	318,607,475
Projected Local Revenues	24,771,000	132,667,635	148,642,553	166,541,060	186,594,781	209,063,232	234,237,179	318,607,475

Source: ECWRPC (2019)

WisDOT Expenditures/Revenues

The estimated long range financial need for WisDOT MPO expenditures was calculated using the following steps:

1. Gathered preservation and expansion project expenditures from the MPO's TIP (2020-2023-year of expenditure dollars) provided by ECWRPC. Please reference **Table 1**.
2. To account for a degree of variation in local transportation spending projects in a given year by WisDOT, a 5-year average value of total local expenditures was calculated. These 5-year average values were used to derive the total average amount of WisDOT MPO transportation expenditures.
3. To account for projected revenues needed over the life of this plan, it was assumed that WisDOT transportation expenditures must at a minimum be the amount of revenue needed to be fiscally constrained (i.e. expenditures should equal revenues). The calculated 5-year average of expenditures was used to estimate expenses for the life of the plan. An inflation factor of 2.3 percent (provided by WisDOT) was applied to the 2020-2023 annual average expenses and compounded for each year out to 2050. This data was then grouped by 5 year increments as shown in **Table J-3**.

Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) Expenditures/Revenues

The estimated long range financial need for FHWA and FTA MPO expenditures was calculated using the following steps:

1. Gathered federal expenditures from the MPO's TIP (2020-2023) provided by ECWRPC. Please reference **Table 2**.

2. To account for a degree of variation in local federal transportation spending projects in a given year by FHWA and FTA, a 5-year average value of total local expenditures was calculated. These 5-year average values were used to derive the total average amount of FHWA and FTA MPO transportation expenditures.

Table J-3: Total State and Federal Expenditures and Projected Revenues (dollars)

	2010-2014 annual average	2015-2019	2020-2024	2025-2029	2030-2034	2035-2039	2040-2044	2045-2050
WisDOT	18,467,800	98,909,182	110,819,141	124,163,214	139,114,089	155,865,244	174,633,458	237,534,985
FHWA	26,322,400	135,613,401	142,531,048	149,801,563	157,442,949	165,474,121	173,914,965	220,447,644
FTA	2,449,800	12,621,406	13,265,225	13,941,885	14,653,061	15,400,514	16,186,096	20,516,846
Total Expenditures	47,240,000	247,143,990	266,615,413	287,906,663	311,210,099	336,739,880	364,734,518	478,499,476
Total Projected Revenues	47,240,000	247,143,990	266,615,413	287,906,663	311,210,099	336,739,880	364,734,518	478,499,476

Source: Transportation Improvement Program (2020 – 2023)

Note: Using the assumptions outlined within this chapter, the Oshkosh MPO (over the life of this plan at a 35 year horizon) will utilize approximately **\$797,106,950** in funding sources/revenues from local municipalities (\$318,607,475), (\$237,534,985) from WisDOT, (\$220,447,644) from FHWA and (\$20,516,846) from FTA. As forecasting needs into the future are relatively uncertain, it will be important to revisit funding calculations when this plan is updated on a five year basis (2020 will be the next update to this plan).

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