

MEETING NOTICE

APPLETON (FOX CITIES) METROPOLITAN PLANNING ORGANIZATION (MPO) TECHNICAL ADVISORY COMMITTEE

DATE: Monday, March 6, 2023
TIME: 10:00am
PLACE: In-person—Outagamie County Highway Department, 1313 Holland Road, Appleton
LINK: <https://meet.goto.com/607254253>
PHONE: 1 (312) 757-3121
ACCESS CODE: 607-254-253

AGENDA

1. Welcome and Introductions
2. Public Comment
3. Discussion and action on September 19, 2022 Meeting Minutes
4. Staff Report
5. Discussion and Action on Amending the Transportation Alternatives – Set Aside Funding Award for the Appleton (Fox Cities) Transportation Management Area for 2022-2026 program cycle
6. Discussion and Action on the 2022-2025 WisDOT Transportation Performance Measures (TPM) and Targets for PM2 (Bridge and Pavement) and PM3 (System Performance)
7. ** Discussion/Update on 2023 Carbon Reduction Program and timeline for project selection
8. Adjourn

Any person wishing to attend this meeting or hearing who, because of a disability, requires special accommodations should contact the East Central Wisconsin Regional Planning Commission at (920) 751-4770 at least three business days prior to the meeting or hearing so that arrangements, within reason, can be made.

MEETING MINUTES

Appleton (Fox Cities) Transportation Management Area (TMA)
Technical Advisory Committee
Virtual
September 19, 2022

The meeting was called to order by Chair Merten at 10:02 AM.

1. Introductions

Committee Members Present

James Merten (Chair)	City of Neenah
George Dearborn	Village of Fox Crossing
Joe Zellmer	Outagamie County Hwy Dept
Dean Steingraber	Outagamie County Hwy Dept
Dave Vickman	Valley Transit
Mark Mommaerts	Village of Harrison
Katie Schwartz	Town of Grand Chute
Jordan Jolma	Village of Greenville
Lindsey Kemnitz	Town of Grand Chute
Holly Femal	Village of Kimberly
Susan Garcia Franz	Winnebago County
Kara Homan	Outagamie County
Brian Glaser	Calumet County
Chris Mauer	Calumet County
Jennie Nelson	WisDOT
Laura Jungwirth	City of Menasha
Scott Nelson	WisDOT

ECWRPC Staff Present

Kim Biedermann	ECWRPC
Tanner Russell	ECWRPC
Colin Kafka	ECWRPC
Brenna Root	ECWRPC
Melissa Kraemer-Badtke	ECWRPC
Mike Zuege	ECWRPC

Others Present

Mike Simon	McMahon
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2. Discussion and action on July 19, 2022 Meeting Minutes

Motion made by Mr. Dearborn and Ms. Homan motioned to approve the July 19, 2022 Meeting Minutes with the correction, omit Scott Nelson-City of Kaukauna from the listing of attendees. Motion carried.

3. Staff Report

- A. Ms. Kraemer-Badtke presented staffing updates: Brenna Root was hired as our new Associate Planner, Transportation. Brenna has a public health background and has experience with community engagement. Kim Dieck was hired as our new Associate Planner for the Safe Routes to School Program. Kim is a former teacher and will be working to expand the safe routes to school curriculum. Staff also shared that ECWRPC is also hiring a Principal Planner for the Transportation Program.
- B. *Equity in Engagement Toolkit and Guidebook: Save the Date!* Ms. Biedermann shared that there will be a training on ECWRPC's soon-to-be-completed Equity in Engagement Toolkit and Guidebook on October 20, 2022 from 8am-noon. Please

register online at <https://forms.gle/nTqtqhK8CAgi6j4aA> with the deadline for registering on Friday, October 14th.

- C. Safe Routes to School: Staff are prepping for Walk to School Day events, which will be held on Wednesday, October 5th.

4. Discussion on the draft Comprehensive Safety Action Plan
 - A. Comprehensive Safety Action Plan (CSAP) – presented by Mr. Colin Kafka. Mr. Kafka summarized that ECWRPC staff will be working on the creation of a CSAP for the two MPOs within the region. He noted that a completed Action Plan is required for municipalities to be eligible to apply for Safe Streets and Roads for All Implementation Grants. Mr. Kafka also stated that ECWRPC is forming a committee of local stakeholders to implement the document, which will meet the requirements needed. Additionally, staff will coordinate with local municipalities on the development of this plan as well. Finally, Mr. Kafka shared that ECWRPC will begin crafting the Safety Analysis Model by utilizing crash, policy, and socio-economic data.

5. Discussion on the draft Appleton (Fox Cities) TMA Transportation Improvement Program (TIP) 2023 – Mr. Tanner Russell presented.
 - A. Mr. Russell gave an overview of the Transportation Improvement Program (TIP). He shared that it is an annually prepared program of transportation projects that will be utilizing federal funding assistance in their implementation. Also noted was that this TIP includes projects within the Appleton (Fox Cities) Transportation Management Area (TMA). He stated that staff has worked with WisDOT Northeast Region, transit operators, and local government officials to compile this list of projects for the 2023-2026 program years. The document can be viewed at:
<https://www.ecwrpc.org/programs/fox-cities-and-oshkosh-mpo/transportation-improvement-program/>

The overview was given for informational purposes for the members of the Technical Advisory Committee. Mr. Russell shared that the Appleton (Fox Cities) TMA – Transportation Improvement Program (TIP) 2023 will be on the agendas for the Transportation Committee and the Commission Board for their consideration in October 2022.

6. Discussion on the Draft 2023 Unified Planning Work Program and Budget presented by Ms. Melissa Kraemer-Badtke.
 - A. Ms. Kraemer-Badtke gave an overview of the projects and plans that need to either be created or updated. Additionally, she noted that no action is needed by the Committee as it was shared for informational purposes. A copy of the draft 2023 Unified Planning Work Program can be viewed at the following website:
<https://www.ecwrpc.org/programs/transportation/work-program-and-budget/>.
 - B. Ms. Kim Biedermann shared with the Committee an updated on the Economic Impact Study. ECWRPC has contracted with the consultant, Econsult Solutions, Inc. Two draft final reports were provided as deliverables: a technical memo and a summary document. The study(s) overall, shows a positive economic impact for the current and proposed bicycle and pedestrian network in Calumet, Fond du Lac, Outagamie, and Winnebago counties. A draft of these reports can be found online at <https://www.ecwrpc.org/programs/transportation/bicycle-and-pedestrian-planning/>.

7. Adjourn
A motion was made by Ms. Schwartz and second by Mr. Dearborn to adjourn. Motion carried unanimously with the time noted at 2:05 PM.

Respectfully submitted by
Leann Buboltz – ECWRPC Administrative Assistant

TO: Appleton (Fox Cities) Technical Advisory Committee
FROM: ECWRPC Transportation Staff
DATE: March 6, 2023
RE: Staff Report – Transportation Program

Roadways

- **Urban Area Boundary and Functional Classification Update:** The MPO staff will be working with the Wisconsin Department of Transportation and the communities within MPOs to update the urban boundaries. It is anticipated that an adjusted Urban Area Boundary completed and approved by June 30, 2024. Roadway Functional Classification review begins after the urban boundary adjustment process and has an impact on which roadways will be eligible for Surface Transportation Block Grant and Transportation Alternatives – Set Aside funding.
- **Travel Demand Model:** East Central staff recently finished working on multiple traffic forecasts. These forecasts included CTH JJ (Ballard Rd. to French Rd.) for Outagamie County, Ballard Rd. (I-41 to CTH JJ) for the City of Appleton and Outagamie County, and Larsen Rd. (Clayton Ave. to Oakridge Rd.) for the Town of Neenah.
- **Miovision Traffic Cameras:** East Central has recently recorded traffic counts on Larsen Rd. at the intersections of Clayton Ave. and Oakridge Rd. These counts were used for the completion of the Larsen Rd. forecast.
- **Bipartisan Infrastructure Law (BIL) Local Bridge Solicitation:** The BIL-funded FFY 2024-2026 Local Bridge Improvement Assistance Program applications are due March 24, 2023. East Central staff notified local communities about their eligibility regarding this program.

Active Transportation

- **High Cliff Connection:** The High Cliff Connection Master Plan was approved by the Commission on October 28, 2022. The core team continues to meet to discuss implementation of the master plan.
- **Transportation Alternatives Set-aside Program:** The Transportation Alternatives Set-aside Program (formerly Transportation Alternatives Program, or TAP) has applications open for the 2023-2026 program cycle. Applications are due on March 24, 2023. For more information, please visit <https://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pqms/highway/bil-lp-ffy23.aspx> . If you have a project you are interested in applying for, please reach out to Kim Biedermann at kbiedermann@ecwrpc.org or at 920.886.6833 and Kelsey Lorenz, WisDOT Local Program Manager, at kelsey.lorenz@dot.wi.gov .
- **Economic Impact Study:** The economic impact study of bicycling and walking facilities in Calumet, Fond du Lac, Outagamie, and Winnebago counties was approved by the Commission on October 28, 2022. More information on the study and its findings can be found at <https://www.ecwrpc.org/programs/transportation/bicycle-and-pedestrian-planning/> .
- **Bicycle and Pedestrian Counters:** Bicycle and pedestrian counters are available for communities to use on an as-requested basis. If you are interested in having counts

done in your community, please contact Kim Biedermann at 920.886.6833 or at kbiedermann@ecwrpc.org .

Safe Routes to School

- ***Winter Walk to School Month:*** This year, 39 schools are participating, 12 of which are in the Fox Cities Area.

Transit and Specialized Transportation

- ***Valley Transit:*** A contract between ECWRPC and SRF Consulting Group began on January 30, 2023. The objectives of this project are to conduct a Ridership Survey and Fare Payment Survey for the entire Valley Transit system and to conduct an analysis of locations that would be suitable for a new site for a Neenah Transit Center along with an operations study. The work on this contract is expected to end June 30, 2023.

Special Projects

- ***Comprehensive Safety Action Plan:*** East Central staff, in coordination with local municipalities is working on developing a Comprehensive Safety Action Plan (CSAP). The CSAP is a requirement for communities to apply for implementation through the Safe Streets and Roads for All Discretionary Grant Program. Emails have been sent out to communities regarding informational and project selection meetings, with those meetings to be held the last two weeks in March of 2023. For more information, reach out to Colin Kafka, Associate Planner, at ckafka@ecwrpc.org or at 920.751.4770.

TO: Appleton (Fox Cities) Technical Advisory Committee
FROM: ECWRPC Transportation Staff
DATE: March 6, 2023
RE: Amending the Transportation Alternatives Project for the Appleton (Fox Cities) Transportation Management Area for 2022-2026 Program cycle

The Transportation Alternatives (TAP) 2022-2026 program cycle opened on September 16, 2021 and closed on January 28, 2022. TAP projects are funded up to 80% federal dollars and 20% local dollars; however, this amount can be as low as 50% federal funding. The funding allocation for this program cycle for the Appleton (Fox Cities) Transportation Management Area is \$529,040. ECWRPC received five TAP applications for the Appleton (Fox Cities) Transportation Management Area (TMA).

WisDOT NE Region and East Central staff reviewed the applications that were submitted from the communities in the Appleton (Fox Cities) TMA, and all projects were eligible to receive funding. As part of the selection process, a TAP selection team for the Appleton (Fox Cities) TMA reviewed and scored the five applications. After formal review by the TAP selection committee, the Village of Kimberly was the highest scoring project.

This project was awarded the full allocation of \$529,040 for the 2022-2026 TAP fund awards on August 25, 2022. Since the time of the project award, two significant events have occurred: 1. the Bipartisan Infrastructure Law increased funding levels for the Transportation Alternatives Set-aside (formerly known as TAP) program starting in Federal Fiscal Year 2022 and extending through Federal Fiscal Year 2027; and 2. the City of Appleton rescinded its TA Set Aside 2020-2024 award. Because of these two events, ECWRPC staff worked with the Village of Kimberly and the Wisconsin Department of Transportation to adjust the Village's project timeline to FFY 2024 and bring the project up to the full FFY 2024 allocation for the Appleton (Fox Cities) MPO, which is \$668,677.

In order to adjust the award amount, approval must be obtained by the Appleton (Fox Cities) Technical Advisory Committee and the Commission boards. Additionally, the Transportation Improvement Program will be amended to include the project's new award amount.

Staff Recommendation: Staff recommends the TAC recommend approval of the Village of Kimberly – Marcella Street/Kennedy Avenue project for TA Set-Aside funding for FFY 2024 in the amount of \$668,677 or, if additional federal funding becomes available, the amount awarded to the Village of Kimberly – Marcella Street/Kennedy Avenue project will be up to 80% federally funded.

TO: Appleton (Fox Cities) MPO Technical Advisory Committee (TAC)

FROM: ECWRPC Transportation Staff

DATE: March 6, 2023

RE: Transportation Performance Measures (TPM) and Targets

The Moving Ahead for Progress in the 21st Century Act (MAP-21), the Fixing America's Surface Transportation Act (FAST Act), and the Bipartisan Infrastructure Law (BIL) transformed the Federal-aid highway and transit programs by establishing new performance-based planning requirements for State Department of Transportation (DOTs), Metropolitan Planning Organizations (MPOs), and providers of public transportation services. The specific requirements for implementing the performance management provisions are codified in the Code of Federal Regulations (23 CFR 490).

Transportation Performance Management (TPM) is a strategic planning approach set forth by the Federal Highway Administration and the Federal Transit Administration to help decision makers better understand the impacts of transportation investment decisions. The goal of Transportation Performance Measures to ensure objective data and research inform investment and policy decisions to maximize the performance of the transportation system and ensuring transportation funding is spent where there is a demonstrated need.

The performance management framework focuses on seven national goal areas: safety, infrastructure condition, congestion reduction, system reliability, freight movement and economic vitality, environmental sustainability, and reduced project delivery delays.

Performance Measures are an expression used to establish targets and assess progress towards achievement. The target is a quantifiable value to be achieved within a specific time period. Targets are set annually and are required to be data driven based on planned investments and trends.

The Federal regulations specified the formula and acceptable data sources for each performance measures as well as the time period and frequency for setting targets. State DOTs, MPOs, and transit agencies must set targets for some or all of the performance measures.

- Performance Measure 1 (PM1): Safety
- Performance Measure 2 (PM2): Bridge and Pavement
- Performance Measure 3 (PM3): System Performance
- Transit Asset Management (TAM)
- Public Transportation Agency Safety Plan (PTASP)

Goals, objectives, performance measures and targets are incorporated into plans and programs, such as the Long Range Transportation Plan and the Transportation Improvement Program, to ensure progress toward the national, state, and MPO goals.

In December 2022, the Wisconsin Department of Transportation (WisDOT) established two-year and four-year targets for Second Performance Rule (PM2) and Third Performance Rule (PM3), and Metropolitan Planning Organizations (MPOs) are to establish PM2 and PM3 targets in their 2023 Transportation Improvement Programs (TIPs) to WisDOT's Bureau of Planning and Economic Development by June 14, 2023. MPOs may either establish 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.

PM2 assesses pavement and bridge conditions on the National Highway System, and the targets set forth by WisDOT are as follows:

Exhibit A

Wisconsin Department of Transportation NHS Pavement Condition Targets	Baseline	2-Year Targets (2023)	4-Year Targets (2025)
Interstate – Percentage pavements in “Good” condition	65.9%	>60.0%	>60.0%
Interstate – Percentage pavements in “Poor” condition	0.3%	<4.0%	<4.0%
Non-Interstate NHS – Percentage pavements in “Good” condition	36.3%	> 30.0%	> 30.0%
Non-Interstate NHS – Percentage pavements in “Poor” condition	4.2%	< 10.0%	< 10.0%

Exhibit B

Wisconsin Department of Transportation NHS Bridge Condition Targets	Baseline	2-Year Targets (2023)	4-Year Targets (2025)
Percentage of NHS Bridges Classified as in Good Condition	51.3%	>49.0%	> 48.0%
Percentage of NHS Bridges Classified as in Poor Condition	2.6%	<3.0%	< 3.0%

PM3 assesses performance of the National Highway System and freight movement on the Interstate System, and the targets set forth by WisDOT, and these can be found in the table below. Note there are additional performance measures that apply only to air quality non-attainment areas (CMAQ) and these are not included in the following table, as these are not applicable to the Appleton (Fox Cities) MPO.

Exhibit A

Wisconsin Department of Transportation Targets	Baseline	2-Year Targets (2023)	4-Year Targets (2025)
Travel Reliability			
1) Percent of person-miles traveled that are reliable on the Interstate	96.4%	92.5%	93.0%
2) Percent of person-miles traveled that are reliable on the Non-Interstate NHS	93.9%	91.0%	89.5%
Freight Reliability			
3) Truck Travel Time Reliability Index on the Interstate	1.20	1.30	1.30
Peak Hour Excessive Delay			
4) Annual Hours of Peak Hour Excessive Delay per Capita in the Milwaukee Urbanized Area	5.7 Hours per capita	8.6 Hours per capita	8.4 Hours per capita

Staff Recommendation: ECWRPC recommends that the Appleton (Fox Cities) MPO Technical Advisory Committee (TAC) recommend approval of WisDOT Transportation Performance Measures PM2 and PM3 to the Transportation Committee, to be considered on April 11, 2023.



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December 16, 2022

To: Wisconsin Metropolitan Planning Organizations

**Subject: 2022-2025 Performance Period Targets for the 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 2023 and 2025 NHS pavement condition targets are identified in Exhibit A. The 2023 and 2025 NHS bridge condition targets are identified in Exhibit B.

The FHWA pavement rating metrics of “good”, “fair”, and “poor” allow national comparisons of NHS condition, using data all states can reasonably collect. WisDOT understands the utility a simplified measure provides for broad national comparisons.

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) 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	Baseline	2-Year Targets (2023)	4-Year Targets (2025)
Interstate – Percentage pavements in “Good” condition	65.9%	>60.0%	>60.0%
Interstate – Percentage pavements in “Poor” condition	0.3%	<4.0%	<4.0%
Non-Interstate NHS – Percentage pavements in “Good” condition	36.3%	> 30.0%	> 30.0%
Non-Interstate NHS – Percentage pavements in “Poor” condition	4.2%	< 10.0%	< 10.0%

Exhibit B

Wisconsin Department of Transportation NHS Bridge Condition Targets	Baseline	2-Year Targets (2023)	4-Year Targets (2025)
Percentage of NHS Bridges Classified as in Good Condition	51.3%	>49.0%	> 48.0%
Percentage of NHS Bridges Classified as in Poor Condition	2.6%	<3.0%	< 3.0%



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December 16, 2022

To: Wisconsin Metropolitan Planning Organizations

**Subject: 2022-2025 Performance Period Targets for the 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 and Congestion Mitigation and Air Quality (CMAQ) Improvement Program. WisDOT and the Southeastern Wisconsin Regional Planning Commission (SEWRPC) collectively agreed to unified targets for the Peak Hour Excessive Delay (PHED) measure and the Non-Single Occupancy Vehicles (Non-SOV) measure for the Milwaukee urbanized area. The 2023 and 2025 targets for the six performance measures are identified in Exhibit A.

Comments for FHWA on the PM3 Rule Calculations

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) = $\frac{80th\ percentile\ travel\ time}{50th\ percentile\ travel\ time}$*
- **Freight Reliability Metric:** *Truck Travel Time Reliability (TTTR) = $\frac{95th\ percentile\ travel\ time}{50th\ percentile\ travel\ time}$*

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 A

Wisconsin Department of Transportation Targets	Baseline	2-Year Targets (2023)	4-Year Targets (2025)
Travel Reliability 1) Percent of person-miles traveled that are reliable on the Interstate 2) Percent of person-miles traveled that are reliable on the Non-Interstate NHS	96.4% 93.9%	92.5% 91.0%	93.0% 89.5%
Freight Reliability 3) Truck Travel Time Reliability Index on the Interstate	1.20	1.30	1.30
Peak Hour Excessive Delay 4) Annual Hours of Peak Hour Excessive Delay per Capita in the Milwaukee Urbanized Area	5.7 Hours per capita	8.6 Hours per capita	8.4 Hours per capita
Non-Single Occupancy Vehicles 5) Percent of Non-SOV Travel in the Milwaukee Urbanized Area	21.6%	20.5%	20.5%
Emission Reductions 6) Total Emissions Reductions in nonattainment or maintenance areas for: <ul style="list-style-type: none"> • PM2.5 • NOx • VOC 	8.276 kg 75.659 kg 18.941 kg	3.962 kg 22.767 kg 8.848 kg	8.100 kg 78.915 kg 18.318 kg

TO: Appleton (Fox Cities) MPO Technical Advisory Committee (TAC)
FROM: ECWRPC Transportation Staff
DATE: March 6, 2023
RE: Carbon Reduction Program Update

The Carbon Reduction Program was created as a new federal program as part of the Bipartisan Infrastructure Law (BIL). The purpose of this program is to provide funding for projects that reduce transportation emissions and requires states to develop comprehensive carbon reduction strategies.

East Central staff just recently received additional information from WisDOT on the 2023 Carbon Reduction Program. The program is expected to roll out March 10, 2023 with updated eligibility requirements. Applications for the program are expected to be due April 7, 2023. Previous applications from the 2022 Carbon Reduction Program will be able to use their existing applications but will need to fill out an additional one-page application to select their eligibility criteria under the 2023 guidelines. Project authorization is expected to take place August 15, 2023, and all selected projects will need to be amended into the 2023 Appleton (Fox Cities) Transportation Improvement Program (TIP).

Staff Recommendation: This is for informational purposes only. No action is required.