

MEETING NOTICE

OSHKOSH METROPOLITAN PLANNING ORGANIZATION (MPO) TECHNICAL ADVISORY COMMITTEE

DATE: Monday, March 6, 2023
TIME: 1:30pm
PLACE: In-person—Winnebago County Highway Dept, 901 County Road Y, Oshkosh
LINK: <https://meet.goto.com/889032157>
PHONE: 1 (571) 317-3112
ACCESS CODE: 889-032-157

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 the 2022-2025 WisDOT Transportation Performance Measures (TPM) and Targets for PM2 (Bridge and Pavement) and PM3 (System Performance)
6. ** Discussion/Update on 2023 Carbon Reduction Program and timeline for project selection
7. 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

Oshkosh Metropolitan Planning Organization (MPO)
Transportation Advisory Committee
Virtual Meeting
Monday, September 19, 2022

1. Introductions

The meeting was called to order by Chair James Rabe at 1:00 pm and introductions were conducted.

Committee Members Present

James Rabe (Chair)	City of Oshkosh
Rich Heath	Town of Algoma
Matt Schreiber	WisDOT
Nick Weber.....	WisDOT
Scott Nelson.....	WisDOT
Jennie Nelson	WisDOT
Mary Forlenza	FHWA
Jim Collins	City of Oshkosh
Mark Lyons.....	City of Oshkosh
Kelly Nieforth.....	City of Oshkosh

Staff Members Present

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

2. Discussion and approval of June 27, 2022 Meeting Minutes. A motion was made by Ms. Nieforth and a second by Mr. Heath to approve the meeting minutes as presented. Motion carried unanimously.

3. Staff Report

- Ms. Kraemer-Badtke presented staffing updates: Brenna Root was hired as the new Associate Planner-Transportation. Brenna has a public health background and has experience with community engagement. Kim Dieck was hired as the 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.
- Equity in Engagement Toolkit and Guidebook: Save the Date!* - Ms. Kim Biedermann, Principal Planner shared that there will be a training on ECWRPC's Equity in Engagement Toolkit and Guidebook on October 20, 2022 from 8am-noon. Ms. Biedermann requested the members to register online at <https://forms.gle/nTqtqhK8CAgi6j4aA> with the deadline for registering on Friday, October 14th.
- Economic Impact Study Update: Ms. Biedermann updated the member stating that the contract with the consultant (Econsult Solutions, Inc.) ended this summer. She noted that two final reports were provided as a deliverable which included a technical memo and a summary document. Overall, a positive economic impact was found for the current and proposed bicycle and pedestrian network in Calumet, Fond du Lac, Outagamie, and Winnebago counties. A draft of the reports can be found online at <https://www.ecwrpc.org/programs/transportation/bicycle-and-pedestrian-planning/>

4. Discussion on Comprehensive Safety Action Plan (CSAP). Mr. Kafka, Associate Planner, summarized that ECWRPC staff will be working on the creation of a CSAP for the Appleton (Fox Cities) and Oshkosh MPOs. 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 Plan requirements. Additionally, staff will coordinate with local municipalities on the development of this plan. 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 Oshkosh MPO 2023-2026 Transportation Improvement Program (TIP). Mr. Russell 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 Oshkosh Metropolitan Planning Organization (MPO). Mr. Russell 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 Oshkosh MPO. – 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 Work Program and Budget. Ms. Kraemer-Badtke gave a detailed overview of the 2023 projects and plans that will either be created and/or updated throughout the new year. She shared that this Committee will be involved in the review of Metropolitan Planning Organization (MPO) boundaries and the functional classification portion. 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/>. Additionally, Ms. Kraemer-Badtke noted that no action is needed by the Committee as it was shared for informational purposes.
7. Discussion on the GO Transit – Transit Development Plan. Ms. Kraemer-Badtke informed the Committee that East Central Wisconsin Regional Planning staff continues its work with GO Transit to update their Transit Development Plan. She noted that in coordination with GO Transit, ECWRPC staff submitted a request for 5304 (Statewide Transit Planning) grant. The application has received pre-award notification. Also reported is that staff has started to work with WisDOT on the materials necessary to create and issue a Request for Proposals (RFP). The RFP is intended to select a consultant to undertake a majority of the Transit Development planning process. East Central will administer the grant, as well as participate in stakeholder meetings and community engagement.
8. Adjourn. A motion was made by Mr. Lyons and seconded by Mr. Heath to adjourn with the time noted at 1:30 p.m. Motion carried.

Respectively Submitted by

Leann Buboltz – ECWRPC Administrative Coordinator

TO: Oshkosh 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.
- **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

- **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. Communities of any size are eligible to apply for funding.
- **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:** There are four area schools participating in Winter Walk to School Month.
- **Perry Tipler Middle School Observations:** SRTS staff were contacted by the City of Oshkosh to conduct an audit at Perry Tipler Middle School due to concerns about the intersection of Bismarck Ave. and Eagle Street. Staff observed an afternoon pick-up and made several recommendations based on what we saw.

Transit and Specialized Transportation

- ***Winnebago Catch-a-Ride (WCAR)***: ECWRPC staff continues to help Greater Oshkosh Economic Development Corporation (GO EDC) and Lutheran Social Services (LSS) implement the fee changes decided on last year that will make the program more sustainable.
- ***GO Transit – Transit Development Plan***: East Central is working with GO Transit to develop a Transit Development Plan. ECWRPC successfully applied for a Section 5304 Statewide Transit Planning Grant and will be administering the procurement process to select a Consultant to complete this project. The Request for Proposal is currently available until March 14th, after which a Consultant will be chosen to complete the project. Work on the project is anticipated to begin in May, 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: Oshkosh 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 Oshkosh 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 Oshkosh MPO Technical Advisory Committee (TAC) recommend the approval of WisDOT Transportation Performance Measures PM2 and PM3 to the Transportation Committee, to be considered on April 11, 2023.



Wisconsin Department of Transportation
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 4822 Madison Yards Way, S903
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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: Oshkosh 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 Oshkosh Transportation Improvement Program (TIP).

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