

APPENDIX H
PERFORMANCE MEASURES IN THE SHEBOYGAN METROPOLITAN
PLANNING AREA TIP

PERFORMANCE MEASURES IN THE SHEBOYGAN METROPOLITAN PLANNING AREA TRANSPORTATION IMPROVEMENT PROGRAM (TIP)

Introduction

As part of recent federal transportation legislation (MAP-21, the FAST Act and the BIL), it is a requirement to incorporate performance-based planning and programming into the development of Metropolitan Planning Organization (MPO) Long-Range Transportation Plans (LRTPs) and Transportation Improvement Programs (TIPs). The Statewide and Nonmetropolitan Transportation Planning; Metropolitan Transportation Planning; Final Rule further defined that 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 measure 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 streets and highways not on the State Trunk Highway system, and local safety improvements. These programs are funded through the federal Bipartisan Infrastructure Law.

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; and
- **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 found at the Federal Highway Administration (FHWA) website link listed below:

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

BIL Performance Measures (as established in 49 USC 625, 23 CFR 490 and 49 CFR 673) are:

- Transit Asset Management
 - Rolling Stock: The percentage of revenue vehicles (by type) that exceed the useful life benchmark (ULB)
 - Equipment: The percentage of equipment that exceeds the ULB
 - Facilities: The percentage of facilities (by group) that are rated less than 3.0 on the Transit Economic Requirements Model (TERM) Scale
 - Infrastructure: The percentage of track segments (by mode) that have performance restrictions. Track segments are measured to the nearest 0.01 of a mile. (This performance measure does not apply to the Sheboygan Metropolitan Planning Area)

- Highway Safety
 - Number of fatalities
 - Fatalities per 100 million vehicle miles traveled
 - Number of serious injuries
 - Serious injuries per 100 million vehicle miles traveled
 - Number of non-motorized fatalities and non-motorized serious injuries

- Highway Infrastructure
 - Percentage of pavements on the Interstate System in Good Condition
 - Percentage of pavements on the Interstate System in Poor Condition
 - Percentage of pavements on the non-Interstate National Highway System (NHS) in Good condition
 - Percentage of pavements on the non-Interstate NHS in Poor condition
 - Percentage of NHS bridges classified as in Good condition
 - Percentage of NHS bridges classified as in Poor condition

- System Performance on the NHS
 - Interstate Travel Time Reliability Measure: Percent of person-miles traveled on the Interstate that are reliable
 - Non-Interstate NHS Travel Time Reliability Measure: Percent of person-miles on the non-Interstate NHS that are reliable

- Freight Movement
 - Freight Reliability Measure: Truck Travel Time Reliability (TTTR) Index

- CMAQ – Congestion Reduction
 - Peak Hour Excessive Delay (PHED) Measure: Annual Hours of PHED Per Capita (This performance measure does not apply to the Sheboygan Metropolitan Planning Area)
 - Non-Single Occupancy Vehicle (SOV) Travel Measure: Percentage of Non-SOV Travel (This performance measure does not apply to the Sheboygan Metropolitan Planning Area)
 - Emissions Measure: Total Emission Reductions

- Public Transit Agency Safety (for the Fixed-Route and Paratransit Systems)
 - Total Number of Reportable Fatalities
 - Rate of Reportable Fatalities per 100,000 Vehicle Revenue Miles
 - Total Number of Reportable Injuries
 - Rate of Reportable Injuries per 100,000 Vehicle Revenue Miles
 - Total Number of Reportable Safety Events
 - Rate of Reportable Safety Events per 100,000 Vehicle Revenue Miles
 - Average Distance Between Major Mechanical Failures (in Miles)

Sheboygan MPO Performance-Based Planning and Programming Processes

Long-Range Transportation Plan

The Bay-Lake Regional Planning Commission, as the designated MPO for the Sheboygan Metropolitan Planning Area, has been using performance measures in its planning process for several years. The *Year 2050 Sheboygan Area Transportation Plan (SATP)* addressed performance measures as a new requirement as a part of the federal MAP-21 transportation legislation, which continued in the FAST Act and the BIL. MPO staff has been tracking and updating data on an annual basis or as it becomes available. The national performance measure goals identified in the introduction have been incorporated into the policies and performance measures monitored in the *Year 2050 SATP*. The *Year 2050 SATP* involved a performance-based planning process. The *Year 2050 SATP* was approved in April 2023, and can be viewed at the following page on the Sheboygan MPO website:

<https://long-range-baylakerpc.hub.arcgis.com/>

Transportation Improvement Program (TIP)

The Sheboygan MPO has always used appropriate scoring criteria for ranking and selecting projects for the Surface Transportation Block Grant (STBG) – Urban program in the TIP. The ranking criteria for this federal program use scoring systems that are tied to goals and policies in the *Year 2050 SATP*. The TIP evaluates short-range projects based on criteria that include: plan consistency, current or potential demand (capacity needs), functional classification (including traffic volume within two of the classifications), pavement condition, multimodalism, and safety. Transit improvements and bicycle and pedestrian transportation improvements also have parallel criteria which allow projects in these categories to compete for funding. While not officially

included as a criterion, preservation of existing systems has been emphasized in the project selection process over past funding cycles. Projects are scored based on a set number of points for each criterion, resulting in a project ranking and recommendation list for STBG – Urban projects in the TIP. The *Sheboygan Metropolitan Planning Area TIP: Calendar Years 2025 – 2028* was approved on October 25, 2024, and it, along with any amendments to that document, can be viewed at the following page on the Sheboygan MPO website:

<https://baylakerpc.org/sheboygan-mpo/transportation-improvement-program-tip>

Sheboygan MPO 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 (WisDOT) must report to the U.S. Department of Transportation (USDOT) on the progress in achieving the targets for each measure. WisDOT sets its performance measure targets first (in coordination with the MPOs), and then, the MPOs can choose to either set their own targets or support the targets that WisDOT has adopted (or a combination thereof) within 180 days of WisDOT setting its targets. In Wisconsin, for most performance measure targets, most MPOs have chosen to follow and support WisDOT and its targets.

Transit Asset Management Targets

The U.S. Department of Transportation established four performance measures for transit asset management (TAM). The Sheboygan MPO worked with the one transit operator in the Sheboygan Metropolitan Planning Area (Shoreline Metro) to establish targets for three of the four measures (rolling stock, equipment and facilities; infrastructure only relates to rail transit, which does not exist locally). A 2022 TAM Plan was developed for Shoreline Metro in the process of setting these targets, and covers the period from October 1, 2022, through September 30, 2023. The Sheboygan Transit Commission approved the targets for Shoreline Metro on August 16, 2022. The Sheboygan MPO Technical and Policy Advisory Committees recommended approval of the targets for the MPO at their September 8, 2022, joint meeting. The Bay-Lake Regional Planning Commission approved the targets for the Sheboygan MPO on September 9, 2022. The TAM targets are:

- Rolling Stock: The percentage of revenue vehicles (by type) that exceed the useful life benchmark (ULB). This target allows for **13 percent** of revenue vehicles and **0 percent** of non-revenue vehicles to pass beyond useful life.
- Equipment: The percentage of equipment that exceeds the ULB – In the case of Shoreline Metro, “equipment” was characterized as the most significant equipment, or non-vehicle items with a replacement value of \$50,000 or more. These items include a bus wash, a forklift, a hoist, and a scrubber, all located at the Shoreline Metro bus garage. This target allows for **100 percent** of Shoreline Metro’s most significant equipment to pass beyond its useful life.
- Facilities: The percentage of facilities that are rated less than 3.0 on the Transit Economic Requirements Model (TERM) Scale. Shoreline Metro’s facilities include: its

administration, maintenance, and storage facility (bus garage), and its transfer facility/station. This target allows for **50 percent** of facilities to pass beyond useful life.

- Infrastructure: The percentage of track segments (by mode) that have performance restrictions. This performance measure does not apply to the Sheboygan Metropolitan Planning Area, as there is no rail transit in the area.

Highway Safety Targets

The USDOT established five performance measures for the Highway Safety Improvement Program (HSIP) within the National Performance Management Measures. WisDOT established statewide calendar year 2026 targets for each of the five HSIP performance measures in accordance with 23 CFR 490.209. The WisDOT statewide targets are:

- A **2%** reduction in average annual fatalities (from 599.0 to 587.0).
- A **2%** reduction in the average annual fatality rate (from 0.930 to 0.911 per 100 million VMT).
- A **2%** reduction in average annual serious injuries (from 3,227.6 to 3,163.0).
- A **2%** reduction in the average serious injury rate (from 5.002 to 4.902 per 100 million VMT); and
- A **2%** reduction in non-motorized fatalities and serious injuries (from 400.4 to 392.4).

The Bay-Lake Regional Planning Commission, as MPO for the Sheboygan Metropolitan Planning Area, agreed to support the statewide safety targets, which were approved by formal resolution on January 30, 2026. This followed several months of measuring these numbers and rates for the Sheboygan Metropolitan Planning Area, and concluding that the area had lower incidences and rates for four of the above measures than statewide averages, the one exception being non-motorized fatalities and serious injuries, which was higher than the statewide average for that measure. Greater education of motorists and pedestrians of all ages regarding safety issues in the Sheboygan Metropolitan Planning Area was also recommended. Commission MPO staff would also encourage the communities within the Sheboygan Metropolitan Planning Area to install protected bike lanes to make bicyclists and pedestrians feel safer. Commission MPO staff will work closely with WisDOT and will plan and program projects so that they contribute toward the accomplishment of WisDOT’s calendar year 2026 HSIP targets.

Pavement Condition Targets

The USDOT established four performance measures for pavement condition on the National Highway System (NHS). WisDOT established 4-year (2025) statewide targets for the Interstate system, as well as 2-year (2023) and 4-year (2025) statewide targets for the non-Interstate NHS in accordance with 23 CFR 490, Subpart C, which were approved at the state level on December 16, 2022. The NHS Pavement Condition in Sheboygan MPA compared to WisDOT statewide targets are shown in the table below.

NHS Pavement Conditions in the Sheboygan MPA Compared to Statewide Targets

	2022 Results	WisDOT Statewide	2-Year	4-Year

Measure	(Sheboygan MPA)	Baseline	Target (2023)	Target (2025)
Interstate - Percentage of pavements in "Good" Condition	84.4%	65.9%	>60.0%	>60.0%
Interstate - Percentage of pavements in "Poor" Condition	0.0%	0.3%	<4.0%	<4.0%
Non-Interstate NHS - Percentage of pavements in "Good" Condition	24.8%	36.3%	>30.0%	>30.0%
Non-Interstate NHS - Percentage of pavements in "Poor" Condition	5.7%	4.2%	<10.0%	<10.0%

Source: Wisconsin Department of Transportation, 2023 and 2025; and Bay-Lake Regional Planning Commission, 2025.

The Bay-Lake Regional Planning Commission, as MPO for the Sheboygan Metropolitan Planning Area, agreed to support the statewide pavement condition targets, which were approved by formal resolution on January 31, 2025. This followed limited time measuring pavement condition for Interstate and non-Interstate NHS segments in the Sheboygan Metropolitan Planning Area and concluding that the area had higher percentages of Interstate NHS pavement in “good” condition as well as lower percentages of Interstate and non-Interstate NHS pavement in “poor” condition than statewide averages. The area had a lower percentage of non-Interstate NHS pavement in “good” condition than the statewide average. Commission MPO staff will work closely with WisDOT and will plan and program projects so that they contribute toward the accomplishment of WisDOT’s 4-year (2025) Interstate pavement condition targets as well as WisDOT’s 4-year (2025) non-Interstate NHS pavement condition targets.

Bridge Condition Targets

The USDOT established two performance measures for bridge condition on the NHS. WisDOT established 2-year (2023) and 4-year (2025) statewide targets for the NHS in accordance with 23 CFR 490, Subpart D, which were approved at the state level in December 2024. The WisDOT statewide targets are:

NHS Bridge Conditions in the Sheboygan MPA Compared to Statewide Targets

Measure	2022 Results (Sheboygan MPA)	WisDOT Statewide Baseline	2-Year Target (2023)	4-Year Target (2025)
Percentage of NHS Bridges by Deck Area in "Good" Condition	24.30%	51.3%	>49.0%	>48.0%
Percentage of NHS Bridges by Deck Area in "Poor" Condition	0.0%	2.6%	<3.0%	<3.0%

Source: Wisconsin Department of Transportation, 2023 and 2025; and Bay-Lake Regional Planning Commission, 2025.

The Bay-Lake Regional Planning Commission, as MPO for the Sheboygan Metropolitan Planning Area, agreed to support the statewide bridge condition targets, which were approved by formal resolution on March 14, 2025. This followed limited time measuring the condition of NHS bridges by deck area in the Sheboygan Metropolitan Planning Area. The percentage of NHS bridges by deck area in “poor” condition in the Sheboygan Metropolitan Planning Area was

lower than the statewide average. However, the percentage of NHS bridges by deck area in “good” condition in the Sheboygan Metropolitan Planning Area was also lower than the statewide average (one of only two performance measures in which the metropolitan planning area fared worse than statewide averages). In spite of this below average statistic, MPO staff thought it would be best to support the statewide targets at this early stage in the target setting process until more robust data are available over time. Commission staff will work closely with WisDOT and will plan and program projects so that they contribute toward the accomplishment of WisDOT’s 4-year (2025) NHS bridge condition targets.

Travel Time Reliability Targets

The USDOT established two performance measures for overall travel time reliability on the NHS. WisDOT established 2-year (2023) and 4-year (2025) statewide targets for the percentage of person-miles traveled that are reliable on the Interstate, and also established a 4-year (2025) statewide target for the percentage of person-miles traveled that are reliable on the non-Interstate NHS in accordance with 23 CFR 490, Subpart E, which were approved at the state level in December 2024.

Travel Reliability in the Sheboygan MPA Compared to Statewide Targets

Measure	2022 Results (Sheboygan MPA)	WisDOT Statewide Baseline	2-Year Target (2023)	4-Year Target (2025)
Travel Reliability				
Percentage of person-miles traveled that are reliable on the Interstate	100.0%	96.4%	92.5%	93.0%
Percentage of person-miles traveled that are reliable on the Non-Interstate NHS	89.5%	93.9%	91.0%	89.5%

Source: Wisconsin Department of Transportation, 2023 and 2025; and Bay-Lake Regional Planning Commission, 2025.

The Bay-Lake Regional Planning Commission, as MPO for the Sheboygan Metropolitan Planning Area, agreed to support the statewide travel time reliability targets, which were approved by formal resolution on March 14, 2025. This followed limited time measuring the travel time reliability of the Interstate and the non-Interstate NHS in the Sheboygan Metropolitan Planning Area. The percentage of person-miles traveled that are reliable on the Interstate in the Sheboygan Metropolitan Planning Area was higher than the statewide average. However, the percentage of person-miles traveled that are reliable on the non-Interstate NHS in the Sheboygan Metropolitan Planning Area was lower than the statewide average (the second of two performance measures in which the metropolitan planning area fared worse than statewide averages). Again, in spite of this below average statistic, MPO staff thought it would be best to support the statewide targets at this early stage in the target setting process until more robust data are available over time. Commission staff will work closely with WisDOT and will plan and program projects so that they contribute toward the accomplishment of WisDOT’s 4-year (2025) travel time reliability targets on the Interstate and of WisDOT’s 4-year (2025) travel time reliability target on the non-Interstate NHS.

Freight Reliability Targets

The USDOT established one performance measure for freight reliability, which is the Truck Travel Time Reliability Index on the Interstate. WisDOT established 2-year (2023) and 4-year (2025) statewide targets for the Truck Travel Time Reliability Index on the Interstate in accordance with 23 CFR 490, Subpart F, which were approved at the state level on December 16, 2022.

Freight Reliability in the Sheboygan MPA Compared to Statewide Targets

Measure	2021 Results (Sheboygan MPA)	WisDOT Baseline	2-Year Target (2023)	4-Year Target (2025)
Freight Reliability				
Truck Travel Time Reliability Index on the Interstate	1.173	1.20	<1.30	<1.30

Source: Wisconsin Department of Transportation, 2023 and 2025; and Bay-Lake Regional Planning Commission, 2025.

The Bay-Lake Regional Planning Commission, as MPO for the Sheboygan Metropolitan Planning Area, agreed to support the statewide freight reliability targets, which were approved by formal resolution on March 14, 2025. This followed limited time measuring truck travel time reliability on the Interstate in the Sheboygan Metropolitan Planning Area. The Truck Travel Time Reliability Index on the Interstate in the Sheboygan Metropolitan Planning Area was lower than the statewide average. Commission staff will work closely with WisDOT and will plan and program projects so that they contribute toward the accomplishment of WisDOT's 4-year (2025) freight reliability targets on Interstate.

Emission Reduction Targets

The USDOT established three performance targets applicable to air quality nonattainment and maintenance areas. Two of these (Peak Hour Excessive Delay and Non-SOV (Single Occupant Vehicle) Travel) are only applicable in urbanized areas with a population over one million. The only performance target in air quality nonattainment and maintenance areas that is applicable to the Sheboygan Metropolitan Planning Area involves emission reductions. In Wisconsin, three precursor pollutants are measured for emission reductions: volatile organic compounds (VOCs), oxides of nitrogen (NOx), and fine particulate matter (PM 2.5). WisDOT established 2-year (2023) and 4-year (2025) statewide targets for VOCs, NOx and PM 2.5 in accordance with 23 CFR 490, Subpart H, which were approved at the state level on December 16, 2022. The WisDOT statewide targets (in kilograms per day per \$1,000,000 of expenditure) are:

WisDOT statewide targets (in kilograms per day per \$1,000,000 of expenditure)

Total emissions reductions in nonattainment or maintenance areas for:	WisDOT Baseline	2-Year Targets	4-Year Targets
PM 2.5	18.941 kg	8.848 kg	17.501 kg
NOx	75.653 kg	22.767 kg	38.902 kg
VOC	8.276 kg	3.962 kg	4.434 kg

Source: Wisconsin Department of Transportation, 2023 and 2025; and Bay-Lake Regional Planning Commission, 2025.

In this case, the Sheboygan Metropolitan Planning Area is only responsible for either setting its own 4-year (2025) emission reduction targets or supporting WisDOT’s statewide 4-year (2025) emission reduction targets for the precursor pollutants noted above. The Bay-Lake Regional Planning Commission staff consulted with WisDOT staff on where the metropolitan planning area stood relative to all nonattainment and maintenance areas in Wisconsin in regard to emission reductions for the precursor pollutants noted above. USDOT guidance recommends that states and MPOs use FHWA’s “CMAQ Public Access System” to set emission reduction targets for precursor pollutants. Unfortunately, there are few CMAQ projects from the Sheboygan Metropolitan Planning Area that are accounted for in the “CMAQ Public Access System.” There would be other ways to set targets for the metropolitan planning area, such as using previously calculated emission reduction estimates for projects that were awarded funding in the past two cycles that do not appear in the “CMAQ Public Access System,” or assuming that the metropolitan planning area would have approximately 10 percent of the statewide emission reductions (since northeastern Wisconsin typically receives about 10 percent of the CMAQ funding in any given cycle). However, the first option is not advised by USDOT, and the second option is faulty because there are projects in this 10 percent that are outside the Sheboygan Metropolitan Planning Area. For these reasons, the Bay-Lake Regional Planning Commission, as MPO for the Sheboygan Metropolitan Planning Area, agreed to support the statewide 4-year (2025) emission reduction targets, which were approved by formal resolution on March 14, 2025. Commission staff will work closely with WisDOT and will plan and program projects so that they contribute toward the accomplishment of WisDOT’s 4-year (2025) statewide emission reduction targets.

Public Transit Agency Safety Plan (PTASP) Targets

The U.S. Department of Transportation established various performance measures for safety at public transit agencies. The Sheboygan MPO worked with the one transit operator in the Sheboygan Metropolitan Planning Area (Shoreline Metro) to establish targets for these measures. A 2024 PTASP was developed for Shoreline Metro in the process of setting these targets. The Sheboygan Transit Commission approved the targets for Shoreline Metro in December 2024. The Sheboygan MPO Technical and Policy Advisory Committees recommended approval of the targets for the MPO at their January 30, 2025 joint meetings. The Bay-Lake Regional Planning Commission approved the targets for the Sheboygan MPO on March 14, 2025. The metrics and targets are as follows:

Fixed-Route System:

Performance Category for Fixed Route System	2019-2023 Average	Target for 2025
Total Number of Reportable Fatalities	0.0	0.0
Rate of Reportable Fatalities per 100,000 Vehicle Revenue Miles	0.0	0.0
Total Number of Reportable Injuries	1.0	0.8
Rate of Reportable Injuries per 100,000 Vehicle Revenue Miles	0.0	<0.001
Total Number of Reportable Safety Events	27.6	26.2
Rate of Reportable Safety Events per 100,000 Vehicle Revenue Miles	5.4	5.1
Average Distance Between Major Mechanical Failures (Miles)	121,537	250,000

Paratransit System:

Performance Category for Para Transit System	2019-2023 Average	Target for 2025
Total Number of Reportable Fatalities	0.0	0.0
Rate of Reportable Fatalities per 100,000 Vehicle Revenue Miles	0.0	0.0
Total Number of Reportable Injuries	0.8	0.5
Rate of Reportable Injuries per 100,000 Vehicle Revenue Miles	0.0	0.0
Total Number of Reportable Safety Events	8.2	7.8
Rate of Reportable Safety Events per 100,000 Vehicle Revenue Miles	6.3	5.9
Average Distance Between Major Mechanical Failures (Miles)	136,079	136,000

The PTASP and its targets were updated in 2024 and were approved by the Sheboygan Transit Commission (for Shoreline Metro) and by the Bay-Lake Regional Planning Commission (for the MPO) in early 2025.

Linkage of Investments to Established Performance Measures

Federal planning requirements for MPOs for the LRTP and for TIPs mandate inclusion of a description of the effects of these planning documents toward meeting the transportation system performance targets that were established. The next section links projects with investment priorities to those with transit asset management, highway safety, pavement condition, bridge condition, travel time reliability, freight reliability, and emission reduction benefits to the transportation system. Projects programmed in the four years covered by the TIP will assist WisDOT in achieving the various performance targets.

Analysis of Transit Capital Projects in the TIP in Regard to Transit Asset Management

There are four transit capital projects programmed in the *Sheboygan Metropolitan Planning Area TIP: Calendar Years 2025 – 2028*:

- Replacement of five (5) 35-foot fixed-route buses in 2026 (funded through FTA Section 5339).
- Replacement of two gas- or diesel-powered medium sized bus with a configuration of up to 11 ambulatory positions and up to two wheelchair positions in 2025. This vehicle will transport the elderly and persons with disabilities and will be funded through FTA Section 5310/CARES Act.
- Replacement of two gas- or diesel-powered medium sized bus with a configuration of up to 11 ambulatory positions and up to two wheelchair positions in 2025. This vehicle will transport the elderly and persons with disabilities and will be funded through FTA Section 5310.

These projects will improve the overall condition of the rolling stock component of Shoreline Metro’s transit assets. These projects will take place within the timeframe of the *2025 – 2028 TIP*.

Analysis of Projects in the TIP in Regard to Highway Safety

Infrastructure Projects

The *2025 – 2028 TIP* contains two projects that have the direct purpose of improving safety on the transportation system.

- Reconstruction of intersection at State Highway 23 with CTH TT in 2026. Reconstruction of the intersection will improve the safety of highway transportation system and will involve HSIP funding with state match.
- Reconstruction and preservation of intersection at State Highway 32 with CTH V will take place in 2027 and will involve HSIP funding with state match and local match.
- Reconstruction and preservation of intersection at State Highway 32 with CTH J take place in 2025 and will involve HSIP funding with state match and local match

In addition to that, a lot of other projects programmed for *2025 – 2028 TIP*, should improve safety on the transportation system. Also, three of the six categories of “grouped” street and highway projects in the *2025 – 2028 TIP* involve various forms of highway safety.

Surface Transportation Block Grant (STBG) – Urban Projects

There are four STBG Urban projects programmed for 2025 in the 2025-2028 TIP. There are four other STBG projects planned for 2025-2028 TIP and the construction is programmed to take place in 2026, 2027, and 2028.

The STBG Urban program uses ranking criteria to set priorities for funding. The criteria include: plan consistency; current or potential demand (capacity needs); functional classification (including traffic volume within two of the classifications); pavement condition; multimodalism; and safety. Transit improvements and bicycle and pedestrian transportation improvements also have parallel criteria which allow projects in these categories to compete for funding. While not officially included as a criterion, preservation of existing systems has been emphasized in the project selection process over past funding cycles. Projects are scored based on a set number of points for each criterion, resulting in a project ranking and recommendation list for STBG – Urban projects in the TIP.

Bicycle and Pedestrian Safety Projects

The bicycle and pedestrian swing bridge over the Sheboygan River was awarded a \$5.3 million RAISE grant in 2022, and the project design started in 2023, with construction scheduled to take place in 2027.

Analysis of Projects in the TIP in Regard to Pavement Condition

The 2025 – 2028 TIP contains ten projects that will improve the pavement condition of the transportation system.

- Design, right-of-way acquisition and reconstruction with no increase in capacity on County Highway EE/Weeden Creek Road from County Highway OK/South Business Drive to County Highway KK/South 12th Street. Design started in 2023 and will continue in 2024, and right-of-way acquisition took place in 2023. The reconstruction phase of this project will take place in 2025 and will involve STBG Urban funding and local matching funds, while the design and right-of-way phases will be locally funded.
- Milling and overlay of the existing asphaltic pavement on State Highway 32 from County Highway D to State Highway 28 is scheduled for 2025. This project will involve STBG funding, along with state matching funds.
- Replacement and preservation of several bridges on State Highway 32 from County Highway D to State Highway 28 is scheduled for 2025. This project will involve STBG funding, along with state matching funds.
- Resurfacing of State Highway 42 in the Village of Howards Grove is scheduled for 2025. This project will involve NHPP funding, along with state matching funds.
- Design leading to reconstruction with no increase in capacity on North 15th Street from State Highway 42/Calumet Drive to North Avenue is scheduled to be completed in 2025. This phase of the project will be locally funded by the City of Sheboygan.
- Reconstruction with no increase in capacity on County Highway TA/Taylor Drive will take place in 2025. This project will involve STBG Urban funding, along with local matching funds.
- Design leading to reconstruction with no increase in capacity on Fond du Lac Avenue from State Highway 32/Main Street to Oak Street is scheduled for completion in 2025. This phase of the project will be locally funded by the City of Sheboygan Falls.

- Design leading to resurfacing on State Highway 28/Washington Avenue/South Business Drive from County Highway TA/South Taylor Drive to Wilson Avenue will take place in 2025. This project will involve NHPP funding, along with local matching funds.
- Resurfacing of State Highway 32 from State Highway 23 to State Highway 42 will take place in 2025. This project will involve STBG funding, along with state matching funds.
- Design leading to resurfacing and preservation on State Highway 32 at the intersection with CTH V will take place in 2027.
- Resurfacing and preservation on State Highway 23 from CTH P to State Highway 32 will take place in 2026. This project will involve NHPP funding, along with state matching funds.

In addition, three of the six categories of “grouped” street and highway projects in the 2025–2028 TIP involve preventive maintenance on the Interstate highway system, other parts of the NHS, and on the state-trunk connecting highway system, which can also improve pavement condition in the area.

Analysis of Projects in the TIP in Regard to Bridge Condition

The 2025 – 2028 TIP currently contains one project that will improve the condition of transportation system bridges; this project involves the replacement and preservation of several bridges on State Highway 32 from County Highway D to State Highway 28 in 2025. This project will involve STBG funding, along with state matching funds.

In addition, two of the five categories of “grouped” street and highway projects in the 2025 – 2025 TIP involve preventive maintenance on the Interstate highway system, other parts of the NHS, and on the state-trunk connecting highway system, which could also improve bridge conditions in the area.

Analysis of Projects in the TIP in Regard to Travel Time Reliability

The 2025 – 2028 TIP contains no project that will directly improve the travel time reliability.

It is also possible that other programmed projects may indirectly improve travel time reliability on the transportation network, especially if they are located on the NHS in the metropolitan planning area.

Analysis of Projects in the TIP in Regard to Freight Reliability

The same project that will improve travel time reliability on the transportation network will also improve freight reliability on that network.

It is also possible that other programmed projects may indirectly improve freight reliability on the transportation network, especially if they are located on the NHS in the metropolitan planning area.

Analysis of Projects in the TIP in Regard to Emission Reductions

The 2025 – 2028 TIP contains no project that will lead to emission reductions on the transportation network.

It should also be noted that CMAQ projects from previous TIP cycles will also contribute to emission reductions in the metropolitan planning area.

Analysis of Projects in the TIP in Regard to Public Transit Agency Safety

There is one transit capital project programmed in the *Sheboygan Metropolitan Planning Area TIP: Calendar Years 2025 – 2028*:

- Replacement of five (5) 35-Foot Fixed-Route Buses in 2026 (funded through FTA Section 5339 or 5307).
- Replacement of two gas- or diesel-powered medium sized bus with a configuration of up to 11 ambulatory positions and up to two wheelchair positions in 2025. These vehicles will transport the elderly and people with disabilities and will be funded through FTA Section 5310.
- Replacement of two gas- or diesel-powered medium sized bus with a configuration of up to 11 ambulatory positions and up to two wheelchair positions in 2025. These vehicles will transport the elderly and people with disabilities and will be funded through FTA Section CARES Act program.

These projects will improve the safety of Shoreline Metro’s vehicle fleet. These projects will take place within the timeframe of the 2025 – 2028 TIP.

Conclusion

The *Sheboygan Metropolitan Planning Area Transportation Improvement Program (TIP): Calendar Years 2025 – 2028* implements a variety of projects that assist in either meeting locally established performance targets (in the case of Transit Asset Management and Public Transit Agency Safety) or in assisting the MPO in supporting statewide performance targets established by WisDOT (in the case of all other targets, including targets in the areas of safety, pavement condition, bridge condition, travel time reliability, freight reliability, and emission reductions). Future LRTPs and TIPs are expected to continue to improve the linkage between performance targets and recommended projects over the years to come.