

MINUTES  
BAY-LAKE REGIONAL PLANNING COMMISSION  
SHEBOYGAN METROPOLITAN AREA  
TECHNICAL AND POLICY ADVISORY COMMITTEES JOINT MEETING  
February 27, 2020  
Sheboygan City Hall (Room 106), Sheboygan

MEMBERS PRESENT: Steven Bauer, Policy Advisory Committee Chairperson,  
Presiding

Policy Advisory Committee: Bill Blashka for Daniel Hein (Town of Sheboygan)  
Matt Halada for Will Dorsey (WisDOT Northeast Region, Green Bay)

Technical Advisory Committee: Jerry Benzschawel (City of Sheboygan Falls Department of Public Works)  
Mike Friedlander (Wisconsin Department of Natural Resources Bureau of Air Management, Madison, by phone)  
Jim Glavan (Sheboygan County Representative, Eastern Wisconsin Counties Railroad Consortium)  
Derek Muench (Shoreline Metro)  
Ryan Sazama (City of Sheboygan Department of Public Works)  
David Smith (Bicycle and Pedestrian Transportation Advocate)  
Steve Sokolowski (City of Sheboygan Department of Planning and Development)  
Megan Zielke (WisDOT Bureau of Planning and Economic Development, Madison, by phone)

MEMBERS EXCUSED: David Biebel (City of Sheboygan Department of Public Works)  
Charles Born (Town of Lima)  
Aaron Brault (Sheboygan County Planning and Conservation Department)  
Brett Edgerle (Village of Kohler)  
Vernon Koch for Tom Wegner (Sheboygan County)

OTHERS PRESENT: None

STAFF PRESENT: Jeffrey Agee-Aguayo (Bay-Lake Regional Planning Commission)

1. The meeting was called to order at 1:02 p.m. by Policy Advisory Committee Chairperson Steven Bauer.

Members of both committees and staff in attendance introduced themselves for the benefit of everyone in attendance.

Members of both committees and staff present noted committee members who had asked to be excused from the meeting.

2. **Moved** by Matt Halada and seconded by Bill Blashka that both committees approve the agenda for the February 27, 2020, joint Technical Advisory Committee/Policy Advisory Committee meeting. Motion carried, with all voting aye on a voice vote.

3. **Moved** by Jim Glavan and seconded by Bill Blashka that both committees approve the minutes of the January 30, 2020, joint Technical Advisory Committee/Policy Advisory Committee meeting. Motion carried, with all voting aye on a voice vote.

4. Policy Advisory Committee Chairperson Steven Bauer asked if there was any public input; none was received.

5. Jeffrey Agee-Aguayo provided an update on the *2020 Title VI and Non-Discrimination Program/Limited English Proficiency (LEP) Plan* to members of both committees in attendance.

Jeffrey Agee-Aguayo distributed a Title VI survey to those in attendance, and asked them to complete it and return it to him (7 of 9 who were physically present at the meeting returned the completed survey). Jeffrey Agee-Aguayo stated that he would follow up with other members of both committees (likely via e-mail) to obtain the remaining responses.

Jeffrey Agee-Aguayo gave a brief update on the *2020 Title VI and Non-Discrimination Program/LEP Plan*. Most of the main body of the text has been completed with the exception of processing survey responses. Mapping for this plan has also been completed, and the appendix that includes the LEP Plan has also been completed. Several appendices remain to be updated. It is hoped that this plan will be completed and approved in mid-2020.

There were no questions or comments regarding the *2020 Title VI and Non-Discrimination Program/LEP Plan* from members of either committee.

6. Members of both committees reviewed the long-range transportation plan multi-year development schedule.

Jeffrey Agee-Aguayo distributed the long-range transportation plan multi-year development schedule to members of both committees in attendance, and the schedule was also projected onto the monitor in the meeting room (those who called in could also view the schedule via Skype). Jeffrey Agee-Aguayo then reviewed the schedule with meeting participants.

Jeffrey Agee-Aguayo noted that the next plan update needs to be approved by April 2023, and will likely have a plan horizon year of 2055. Schedules for annual development of MPO Work Programs and Transportation Improvement Programs (TIPs) from 2020 through 2023 were reviewed. It was noted that the Public Participation Plan (the next agenda item) would be updated in 2020. The long-range transportation plan timeline is typically evaluated and revised twice each year (at the Work Program review meeting in May or June, and as the next year's Work Program is developed in September and October).

As far as data collection and preparation are concerned, analysis of completeness of the last plan update, an updated land use inventory, adjustments to traffic analysis zones (TAZs), allocation of base year socioeconomic data to TAZs, and the implementation status of transportation projects in the last plan update will occur in 2021. Development of control total socioeconomic projections and the implementation status of land use in the last plan update will occur in late 2021 and in early 2022. Preparation of the transportation inventory chapter of the long-range transportation plan will occur in 2022. Continued tracking of performance of indicators will occur each year, culminating in the annual performance indicator report that is presented each December.

Development of goals and objectives for the long-range transportation plan update will take place in the first half of 2022. The existing needs and deficiencies analysis will occur in early 2022. Travel demand forecast modeling activities for the plan update will take place in much of 2021 and in the first half of 2022. The financial plan (fiscal constraint demonstration) will take place throughout 2022. The conformity analysis on the long-range transportation plan will occur in the second half of 2022, and quarterly meetings of the Wisconsin Department of Natural Resources Bureau of Air Management's Transportation Conformity Work Group also appear on this schedule. Meetings related to plan development appear on the schedule, including meetings of the MPO advisory committees, the Bay-Lake Regional Planning Commission, and two public information meetings. The public comment and plan approval process will take place in the first four months of 2023.

Jeffrey Agee-Aguayo stated that release of products from the 2020 Census could impact this schedule. For example, timely release of the data could allow for establishment of a decent base year of 2020 for the planning effort, and other tasks (such as establishment of updated urbanized and metropolitan planning area boundaries and functional reclassification of streets and highways in the updated urbanized area) could be added to the schedule if the 2020 Census data are released in 2021 or 2022.

The only comment from members of either committee came from Mike Friedlander, who discussed the air quality redesignation process for both parts of Sheboygan County. Steve Sokolowski had questions regarding how this would impact industry that Mike Friedlander answered.

7. The process to review and update the *MPO Public Participation Plan* was initiated at this meeting.

Jeffrey Agee-Aguayo stated that the *MPO Public Participation Plan* needed to be updated every four years. Jeffrey Agee-Aguayo discussed the plan update process from 2016, which took five to six months to complete, including a 30 day “public consultation period” and a 45 day public comment period (both of which are federally required).

Jeffrey Agee-Aguayo distributed copies of the *2016 MPO Public Participation Plan Update* to those who needed it (the document was mailed to those who receive mailings and was e-mailed to members of both committees). The document was also projected onto the monitor in the meeting room (those who called in could also view the document via Skype). Jeffrey Agee-Aguayo reviewed the *2016 MPO Public Participation Plan Update* in terms of either changes that should be made or areas where improvements may be needed. The following items were discussed:

- Availability of Documents (p. 5): It was noted that the Sheboygan Department of Planning and Development is now located in Suite 208 in Sheboygan City Hall. Reference was made to “approval” of documents (as opposed to “adoption”). A sentence will be added stating that “Significant approved documents will be posted to the MPO webpage portion of the Commission website.”
- Public Participation Procedures: Consultation Regarding Environmental Mitigation: Long-Range Transportation Plan (pp. 7 and 8): It was proposed that a sentence be deleted; this sentence states that “WisDOT and FHWA staff will assist the MPO in arranging this (environmental consultation) meeting, and such a meeting is likely to be held on the same day as similar meetings for other MPOs in northeastern Wisconsin in order to conserve valuable resource agency staff time.” Jeffrey Agee-Aguayo explained that this sentence was true in practice a few years ago, but is less so today since this MPO is on a four-year cycle while most other MPOs are on five-year plan update cycles. Also, “adopted” will be replaced with “approved” in one instance.
- Public Participation Procedures: Consultation Regarding Environmental Mitigation: Transportation Improvement Program (p. 8): “Adopted” will be replaced with “approved” in one instance.
- Long-Range Transportation Plan: Website (p. 10): The reference regarding “brief map-based summary reports concerning plan milestones” will be replaced with “draft long-range transportation plan chapters.” In addition, the final sentence in this section (“It is possible that the Bay-Lake Regional Planning Commission website may be updated in the near future, which may lead to a more freestanding website for the Sheboygan MPO program”) will be deleted, since this has been completed since the *2016 MPO Public Participation Plan Update* was approved.

- Transportation Improvement Program (TIP) and TIP Amendments: Generalized Schedule for TIP Development (pp. 19 – 20): The months in which some of these activities are to be completed will be modified slightly. In addition, submittal of the final TIP to state and federal agencies and to the Governor will take place in late October or early November.
- Other Planning Studies: Amendments (pp. 21 – 22): “Adoption” will be replaced with “approval” in one instance.
- Outreach Efforts (pp. 22 – 23): One of the outreach efforts will be “Telephone, electronic and on-board transit opinion surveys.”
- Appendix A: Sheboygan MPO Technical and Policy Advisory Committee Members (pp. 27 – 30): Will be updated to reflect the membership on both committees in 2020.
- Appendix B: Comments received on the *Public Participation Plan Update* for the Sheboygan MPO (pp. 31 – 34): Will be prepared toward the end of the process.
- Back cover: Will be updated to reflect Commissioners and staff in 2020.

Jeffrey Agee-Aguayo stated that there was not much “heavy lifting” in updating the *MPO Public Participation Plan* this cycle because we are not yet addressing new federal transportation legislation. If new federal transportation legislation is approved in the near future and it makes changes to how metropolitan transportation planning is conducted, then the *MPO Public Participation Plan* may need to be revisited.

Jeffrey Agee-Aguayo discussed outreach opportunities over the past four years on the long-range transportation plan update and on TIPs. This included numbers of public hearing attendees, questions answered, and oral and written comments received.

Jeffrey Agee-Aguayo distributed the *2016 Public Participation Plan Mailing List* to everyone in attendance. The mailing list was also projected onto the monitor in the meeting room (those who called in could also view the document via Skype). Jeffrey Agee-Aguayo reviewed the various entities on the list, which included:

- A representative from the transit drivers’ union;
- Civic groups;
- Disaster assistance organizations;
- Bicycle and pedestrian transportation interests;
- Local news media (including cable access);
- Libraries;
- Service clubs;

- Environmental organizations and centers;
- Youth organizations (Boys' and Girls' Clubs, YMCAs, etc.);
- Staff representing local communities (county, cities, villages and towns);
- Community-Based Residential Facilities (CBRFs);
- Larger Day Cares;
- Smaller Day Cares;
- USDOT Staff;
- Minority outreach organizations;
- Hospitals and Clinics;
- School Districts;
- Post-Secondary Educational Institutions;
- Nursing Homes;
- Private Transportation Services;
- Sheltered Workshops;
- Private Human Service Organizations;
- Chamber of Commerce;
- Transit Officials;
- Area Railroads;
- Veterans' Groups;
- WDNR Air Management Staff;
- WDNR Region Staff;
- WisDOT Staff;
- Bay-Lake RPC Commissioners;
- Marinas (Added in 2016);
- Sheboygan County Emergency Management Director (Added in 2016):
- Tourism Officials (Added in 2016); and
- Law Enforcement Officials (Added in 2016).

Excluding smaller day cares, some 189 individuals and entities get informed of activities through mailings, and a total of 202 individuals and entities (including smaller day cares) are on the mailing list.

Jeffrey Agee-Aguayo noted that a few changes would need to be made to update the *Public Participation Plan Mailing List*, including name and address changes as well as deleting a few entries. A new local environmental group has also started to attend public hearings in recent months, and may be added to this list.

Jeffrey Agee-Aguayo asked if there were any questions or comments on the proposed changes to the *MPO Public Participation Plan* or the *Public Participation Plan Mailing List*; no questions or comments were received.

Jeffrey Agee-Aguayo asked if members of both committees were ready to begin a 30 day “public consultation period” once the *MPO Public Participation Plan* was revised. **Moved** by Steve Sokolowski and seconded by David Smith that both committees authorize beginning a 30 day “public consultation period” on the *MPO Public Participation Plan* once that document was revised to incorporate proposed changes reviewed at this meeting. Motion carried, with all voting aye on a voice vote.

8. Matt Halada discussed WisDOT Northeast Region planning activities and construction projects in Sheboygan County with everyone in attendance.

Matt Halada stated that the State Highway 23 “majors” project was still ongoing, and will accelerate in effort in about a month and a half. No other project updates were provided.

Ryan Sazama asked about the status of the Multimodal Local Supplement (MLS) program and when decisions would be reached as to which projects would be awarded funding; Matt Halada responded that as of this meeting, he knew nothing regarding the status of the MLS program. Steve Sokolowski had questions regarding the State Highway 23 “majors” project that Matt Halada answered.

Jeffrey Agee-Aguayo then gave an update on other MPO activities to everyone in attendance.

Jeffrey Agee-Aguayo noted that at its January 31, 2020, meeting, the Bay-Lake Regional Planning Commission’s Executive Committee approved the minor amendments to the 2020 – 2023 *TIP* that were recommended by the MPO advisory committees at their joint meeting on January 30, 2020.

Jeffrey Agee-Aguayo indicated that he participated in a meeting to review Congestion Mitigation and Air Quality (CMAQ) program projects (via teleconference) on February 4, 2020. It appears that Shoreline Metro’s replacement buses will be among the approved CMAQ projects this cycle.

Jeffrey Agee-Aguayo commented that the Sheboygan County Hazard Mitigation Plan Steering Committee met on February 6, 2020, to consider comments received at the public information meeting that was held in mid-January regarding the plan, as well as to consider two other

proposed small changes to the plan before it was to be submitted to Wisconsin Emergency Management (this plan is not an MPO activity, but there is considerable interest in the plan among members of both committees).

Finally, Jeffrey Agee-Aguayo stated that the Shoreline Metro Transit Development Program (TDP) Review Committee would be meeting immediately following this meeting. The main agenda items at this meeting will involve final review of the chapter involving goals, objectives, standards and the mission statement for the TDP, as well as distribution and review of the chapter on ridership opinion. There will also be brief discussion on the upcoming boarding and alighting analysis at this meeting. It was noted that the Shoreline Metro TDP Review Committee also met on January 30, 2020.

9. The next meeting of the Sheboygan MPO Technical and Policy Advisory Committees was scheduled for **Thursday, April 23, 2020, at 1:00 p.m.**

Agenda items to be addressed at this meeting will include: initial review of the draft *2020 MPO Public Participation Plan Update*; initial review of the draft *2020 Title VI and Non-Discrimination Program/Limited English Proficiency (LEP) Plan*, and minor amendments to the *2020 – 2023 TIP*. It is also possible that there may be an amendment to the *2020 Sheboygan Metropolitan Planning Area Transportation Planning Work Program*.

10. **Moved** by Derek Muench and seconded by Jerry Benzschawel that the joint meeting of the Sheboygan MPO Technical and Policy Advisory Committees be adjourned. Motion carried, with all voting aye on a voice vote. The meeting adjourned at 1:44 p.m.

Recording secretary,

Jeffrey C. Agee-Aguayo