

MINUTES
BAY-LAKE REGIONAL PLANNING COMMISSION
SHEBOYGAN METROPOLITAN AREA
TECHNICAL AND POLICY ADVISORY COMMITTEES JOINT MEETING
April 23, 2020
(Conducted via Teleconference using Skype)

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

Policy Advisory Committee: Charles Born (Town of Lima)
Matt Halada for Will Dorsey (WisDOT Northeast Region, Green
Bay)
Mayor Mike Vandersteen (City of Sheboygan)

Technical Advisory Committee: Mitch Batuzich (Federal Highway Administration Wisconsin
Division, Madison – Ex-Officio)
Jerry Benzschawel (City of Sheboygan Falls Department of
Public Works)
Brett Edgerle (Village of Kohler)
Derek Muench (Shoreline Metro)
Steve Sokolowski (City of Sheboygan Department of Planning
and Development)
Emily Stewart for Greg Schnell (Sheboygan County
Transportation Department)
Megan Zielke (WisDOT Bureau of Planning and Economic
Development, Madison)

MEMBERS EXCUSED: Aaron Brault (Sheboygan County Planning and Conservation
Department)
Vernon Koch (Sheboygan County)
David Smith (Bicycle and Pedestrian Transportation Advocate)

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 participating introduced themselves for the benefit of everyone on the teleconference.

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

Jeffrey Agee-Aguayo requested two items from participants for record keeping purposes. First, that those participating state their name when speaking at this teleconference meeting. Second, that there may be possible roll call votes if there are any non-unanimous votes at this meeting.

2. **Moved** by Charles Born and seconded by Jerry Benzschawel that both committees approve the agenda for the April 23, 2020, joint Technical Advisory Committee/Policy Advisory Committee meeting. Motion carried, with all voting aye on a voice vote.

3. **Moved** by Brett Edgerle and seconded by Charles Born that both committees approve the minutes of the February 27, 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. Members of both committees reviewed and recommended approval of minor amendments to the *Sheboygan Metropolitan Planning Area Transportation Improvement Program (TIP): Calendar Years 2020 – 2023* to the Bay-Lake Regional Planning Commission.

Jeffrey Agee-Aguayo reviewed a new table that was being added to the 2020 – 2023 TIP. This was Table 4a, Wisconsin Employment Transportation Assistance Program (WETAP) Projects. This involved capital (vehicle loans and mobility management) and operating expenses of the Forward Service Corporation across a 40 county area in Wisconsin, including Sheboygan County and the Sheboygan metropolitan planning area. It was noted that the over \$320,000 in capital expenses and the \$40,000 in operating expenses would be spread across the 40 county area, and that it was unknown what portion of these expenses would apply to Sheboygan County, but that the WisDOT Transit Section wanted this included in the 2020 – 2023 TIP in the event that the metropolitan planning area is impacted by this project. Several other Wisconsin MPOs have also been asked to include this project in their respective TIPs.

Jeffrey Agee-Aguayo reviewed revisions to Table 6 (Street and Highway Improvement Projects). These revisions included the following:

Page 1:

- State Highway 28: Intersection with County Highway EE: Roundabout: This involved a cost increase of \$20,000. The federal share increased by \$16,000, while the state share increased by \$4,000.

- Superior Avenue from North Taylor Drive to North 29th Street: Reconstruction: This involved a cost increase of about \$1,000. This is a 100 percent locally funded project.
- For the three City of Sheboygan sponsored signal timing projects that are funded through the Congestion Mitigation and Air Quality (CMAQ) program, implementation was moved from 2021 to 2022 (there were no cost changes associated with these projects).

Page 2:

- Interstate Highway 43 from County Highway V to County Highway EE/Weeden Creek Road: Installation of Median Cable Guard: This involved a cost decrease of \$15,000. This cost decrease was applied to the state share of the project.
- Interstate Highway 43 from Wilson Lima Road to State Highway 42: Design Leading to Resurfacing: The estimated construction date was moved from 2024 to 2027.
- State Highway 32 from County Highway D to State Highway 28: Design Leading to Milling and Overlay of the Existing Asphaltic Pavement: This is now a 100 percent state funded project.
- State Highway 32 from County Highway D to State Highway 28: Design Leading to Replacement and Preservation of Several Bridges: This is now a 100 percent state funded project.

Page 3:

- No changes

Page 4:

- Funding Summary: Total highway preservation project funding increased by about \$1,000, while total highway safety project funding increased by about \$5,000.

Jeffrey Agee-Aguayo reviewed the revised financial plan (fiscal constraint demonstration) for the Spring 2020 minor amendments to the *2020 – 2023 TIP*. This included changes to entries for 2020 in the Surface Transportation Block Grant (STBG) program and the FTA Section 5311 program in Table 7 (page 2), as well as moving the funding for the implementation portion of the three CMAQ funded signal timing projects from 2021 to 2022. Jeffrey Agee-Aguayo also noted small changes to the STBG and CMAQ narrative and the addition of Section 5311 narrative to pages 3 and 4 of the revised financial plan.

Jeffrey Agee-Aguayo had a few comments regarding other TIP issues. Shoreline Metro was just awarded CMAQ funding for bus replacements. As soon as WisDOT and Shoreline Metro come to agreement on the year of implementation, this project will be added to the transit capital component of the *2020 – 2023 TIP* (likely as a major amendment). Also, it was recently learned

that there may be project schedule changes for the County Highway EE reconstruction project that was awarded STBG Urban funding in 2019; while the construction component is outside this TIP, there were design and right-of-way components of the project (all locally funded) that were included in this *2020 – 2023 TIP*. Emily Stewart stated that Sheboygan County Transportation Department staff would stay in touch with Jeffrey Agee-Aguayo regarding any schedule changes for the various elements of the County Highway EE project.

Moved by Derek Muench and seconded by Charles Born that both committees recommend approval of the presented minor amendments to the *Sheboygan Metropolitan Planning Area TIP: Calendar Years 2020 – 2023* to the Bay-Lake Regional Planning Commission. Motion carried, with all voting aye on a voice vote.

6. Members of both committees gave initial review to the preliminary draft *2020 Public Participation Plan Update* for the Sheboygan MPO.

Jeffrey Agee-Aguayo reviewed the preliminary draft *2020 Public Participation Plan Update* for the Sheboygan MPO. Jeffrey Agee-Aguayo noted that proposed changes to this 2020 plan from the 2016 plan were documented in the February 27, 2020, meeting minutes. No comments were received on the preliminary draft plan from meeting participants.

Jeffrey Agee-Aguayo stated that the public consultation period regarding the preliminary draft *2020 Public Participation Plan Update* for the Sheboygan MPO ran from March 11, 2020 (when a memorandum announcing this period and online availability of the preliminary draft plan was mailed out to stakeholders) through April 17, 2020. The preliminary draft plan was made available on the Sheboygan MPO portion of the Bay-Lake Regional Planning Commission website. The stakeholder mailing went to 180 to 190 entities on the public participation plan mailing list. No comments were received over the 30+ day public consultation period.

Jeffrey Agee-Aguayo asked if the draft *2020 Public Participation Plan Update* for the Sheboygan MPO should be advanced to a 45 day public comment period, or wait until “Safer at Home” orders are lifted and government offices are once again open to the general public. Jeffrey Agee-Aguayo commented that the draft Public Participation Plan is typically available for review at the five local public review locations over this 45 day period. Jeffrey Agee-Aguayo noted that if we wait to start the 45 day public comment period, he would have deciding on whether to start this period as a brief agenda item at future meetings as well.

As far as discussion from members of both committees was concerned, Brett Edgerle asked if there was any harm in waiting to start the 45 day public comment period; Jeffrey Agee-Aguayo responded that as long as this plan was approved by the end of calendar year 2020, there was no harm in delaying the public comment period. Brett Edgerle suggested delaying the public comment period and discussing this as one of the agenda items at the next meeting; Jerry Benzschawel and Steven Bauer agreed with Brett Edgerle.

Moved by Steven Bauer and seconded by Brett Edgerle that both committees recommend delaying the 45 day public comment period on the draft *2020 Public Participation Plan Update* for the Sheboygan MPO, with a reevaluation to take place at the next meeting. Motion carried, with all voting aye on a voice vote.

7. Jeffrey Agee-Aguayo provided an update on the preliminary draft *2020 Title VI and Non-Discrimination Program/Limited English Proficiency Plan* to meeting participants.

Jeffrey Agee-Aguayo reviewed the preliminary draft *2020 Title VI and Non-Discrimination Program/Limited English Proficiency Plan*, and indicated that it was mostly completed, with a few small exceptions. No comments were received on the preliminary draft plan from meeting participants.

Jeffrey Agee-Aguayo stated that for Tables 1 and 2 (Bay-Lake RPC Commissioner responses to the Title VI survey), he was still waiting for two responses (now down to one remaining response) and for Tables 3 and 4 (Sheboygan MPO Technical and Policy Advisory Committee member responses to the Title VI survey), he was still waiting for one Technical Advisory Committee member response and for two Policy Advisory Committee member responses.

Jeffrey Agee-Aguayo commented that the *2020 Title VI and Non-Discrimination Program/Limited English Proficiency Plan* covers the Commission's regional and Sheboygan MPO transportation planning programs, and needs to be updated every three years (the deadline for the 2020 plan update is September 30, 2020). Final review and recommendation of approval of this plan will take place at the next meeting.

8. Matt Halada discussed WisDOT Northeast Region planning activities and construction projects in Sheboygan County with everyone in attendance (*Note: This report is attached to these minutes*).

Matt Halada provided an update on the State Highway 23 "majors" project.

Matt Halada also provided an update on the State Highway 28/County Highway EE roundabout project. Closures will not occur until 2021 for this project.

Matt Halada discussed four local projects in Sheboygan County (none in the metropolitan planning area), including the Mullet River bridge project in the Town of Greenbush, as well as three local projects in the Town of Sherman.

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

Jeffrey Agee-Aguayo stated that he facilitated a meeting of the Shoreline Metro Transit Development Program (TDP) Review Committee right after the last meeting of the MPO advisory committees on February 27, 2020. Agenda items included final review of the mission

statement, goals, objectives and standards chapter, review of the ridership opinion chapter, and discussion of the upcoming boarding and alighting analysis.

Jeffrey Agee-Aguayo noted that he participated in a meeting of the full Bay-Lake Regional Planning Commission on March 13, 2020. The main purpose of participation in this meeting was to start the process of having Commissioners respond to the Title VI survey.

Jeffrey Agee-Aguayo indicated that he met with Derek Muench (via teleconference) on April 1, 2020, to discuss how to prepare Shoreline Metro's Public Transit Agency Safety Plan (PTASP). There has been considerable progress on completing this plan since then. The Sheboygan Transit Commission needs to approve the PTASP for Shoreline Metro by July 20, 2020, and the MPO needs to approve this plan within 180 days of the transit operation's approval.

Jeffrey Agee-Aguayo commented that he participated in a teleconference sponsored by the WisDOT Transit Section on April 1, 2020, to discuss elderly and disabled transportation vehicle needs; Shoreline Metro staff and staff from the Sheboygan County Aging and Disability Center (ADRC) also participated in this teleconference.

Jeffrey Agee-Aguayo stated that he facilitated a meeting of the Shoreline Metro TDP Review Committee (via Skype teleconference) on April 15, 2020 (this was rescheduled from March 24, 2020). Agenda items included final review of the ridership opinion chapter, review of the list of preliminary alternatives for consideration in the TDP, and brief discussion of the upcoming boarding and alighting analysis.

Jeffrey Agee-Aguayo noted that he participated in interviews of planner candidates on April 22, 2020, and added that he would participate in additional interviews of planner candidates on April 29, 2020.

Jeffrey Agee-Aguayo indicated that he would be participating in a quarterly MPO/RPC Directors' meeting with WisDOT and FHWA staff (via teleconference) on April 28, 2020.

Jeffrey Agee-Aguayo commented that he would be facilitating a meeting of the Shoreline Metro TDP Review Committee on May 13, 2020. The main agenda item at this meeting will involve beginning to review the alternatives analysis for the TDP.

Jeffrey Agee-Aguayo stated that he intended to participate in a meeting of the Bay-Lake Regional Planning Commission Executive Committee (via teleconference) that is tentatively scheduled for May 22, 2020. Approval of the TIP amendments that were recommended for approval at this meeting would take place at the Executive Committee meeting.

Finally, Jeffrey Agee-Aguayo discussed several smaller items that were completed since the last meeting; these included:

- Providing assistance with the 2020 – 2021 Community Development Block Grant (CDBG) application to Shoreline Metro.
- Providing assistance in completing the first quarter 2020 CDBG quarterly report to Shoreline Metro.
- Issuance of one sewer service area plan extension review letter.
- Compilation of and providing summary data on pavement ratings for Sheboygan County highways (in 2015, 2017 and 2019) to Greg Schnell and Vern Koch.
- Providing a pavement rating map of the Village of Kohler to Brett Edgerle.
- Providing an updated Americans with Disabilities Act (ADA) paratransit service area map for Shoreline Metro to Derek Muench.

Jeffrey Agee-Aguayo concluded by stating that there was a need to fill the Sheboygan County representative to the Eastern Wisconsin Counties Railroad Consortium position on the MPO Technical Advisory Committee that was previously held by Jim Glavan. Jeffrey Agee-Aguayo added that he would follow up with Sheboygan County Transportation Department staff on this matter once the county board committees are reorganized next week.

9. The next meeting of the Sheboygan MPO Technical and Policy Advisory Committees was scheduled for **Thursday, May 28, 2020, at 1:00 p.m.** It is unknown yet as to whether this will be an in person meeting or a teleconference meeting; this will be determined in May.

Agenda items to be addressed at this meeting will include: continued review of the draft *2020 MPO Public Participation Plan Update* (including determination on whether to release it for a 45 day public comment period); and final review and recommendation of approval of the *2020 Title VI and Non-Discrimination Program/Limited English Proficiency (LEP) Plan*. It is also possible that there may be amendments to the *2020 – 2023 TIP* and/or the *2020 Sheboygan Metropolitan Planning Area Transportation Planning Work Program*.

10. **Moved** by Brett Edgerle and seconded by Matt Halada 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 1:56 p.m.

Recording secretary,

Jeffrey C. Agee-Aguayo

SHEBOYGAN COUNTY

WIS 23 Expansion

Project location/limits: From the west county line at Division Road in the town of Greenbush to County P in the town of Plymouth.

Length of project: 7.42 miles

Schedule: Spring 2020 to summer/fall 2021 (continuation of 2019 work)

Description of work: This work is part of the WIS 23 4-lane, on-alignment expansion project scheduled for 2019-2022 in Sheboygan and Fond du Lac counties. Two separate contracts will be underway to complete this eastern portion in Sheboygan County. One contract is a continuation of the work started in 2019 to complete the grading of the additional lanes, and the other contract will complete the work with constructing the aggregate base and pavement on the additional lanes. Work involves grading, drainage culverts and inlets, aggregate base, concrete pavement, WIS 23 eastbound structure over the Ice Age Trail, completion of a wetland mitigation site, and other incidental items of work.

April 13 to April 17: Grading operations begin this week between County U and County A. Contractor will also be placing topsoil in median and outside slopes in preparation for seeding. The landscaping crew will be onsite working on erosion control. The contractor will be working on property owner driveways throughout. Work will begin on Julie Court and Ridge Road.

April 20 to April 24: Grading operations will continue between County U and County A. Contractor will also be placing topsoil in median and outside slopes in preparation for seeding. The contractor will continue working on property owner driveways throughout. Work will continue on Julie Court and Ridge Road. The contractor will continue placing culvert pipes and working on driveways.

Traffic impacts: WIS 23 will generally remain open to one lane in each direction on either the existing lanes or added lanes, except for a single nighttime closure for construction of a culvert under the westbound lanes near Division Road. There may also be short durations where WIS 23 traffic is reduced to a single lane using flagging operations.

Detours: The short term WIS 23 detour will follow County G, County C, and County T.

Construction Website: <https://projects.511wi.gov/wis23resurface/>

In-construction weekly updates: <https://projects.511wi.gov/weeklyupdates-ne/>

WIS 28 Roundabout Construction

Project location/limits: The WIS 28 and County EE intersection project is located at the intersection of the towns of Lima, Wilson, Sheboygan, and Sheboygan Falls. The project is also adjacent to the city of Sheboygan Falls and the village of Kohler.

Length of project: 0.31 miles

Schedule: July 2020 to July 2021

Description of work: This work involves reconstructing the existing WIS 28 and County EE intersection into a single lane roundabout. Work involves grading, drainage culverts and inlets, aggregate base, asphaltic pavement, northeast wingwall modifications and polymer deck overlay on the WIS 28 structure over the Onion River.

Traffic impacts: During 2020 construction, WIS 28 will remain open to traffic in both directions. The south leg of County EE will be closed and detoured for approximately 10 days for storm sewer construction. A full intersection closure will not occur until 2021 construction begins.

Detour: The detour for the County EE south leg closure will follow WIS 28 and County A.

In-construction weekly updates: <https://projects.511wi.gov/weeklyupdates-ne/>

Local Program

Project Name: Mullet River Bridge

Location/Limits: Town of Greenbush, CTH A Mullet River

Schedule: Anticipated Mid-June-October

Description of Work: This project includes replacing the Mullet River bridge and realigning the approaches on County A in Sheboygan County. The work shall consist of bridge replacement, grading, base aggregate dense, asphaltic pavement, erosion control, and all incidental items necessary to complete the work.

Traffic Impacts: CTH A will be closed and detoured for the duration of the project.

Detour: County P to WIS 23 to County A

Project ID Number: 4202-04-71

Location/Limits: Town of Sherman, Silver Creek Cascade Rd @ Indian Mound Rd

Schedule: July- September

Description of Work: Bridge

Traffic Impacts: Road Closed

Detour: Local- none posted

Project ID Number: 4202-05-71

Location/Limits: Town Sherman, Silver Creek Cascade @ CTH SS

Schedule: July-September

Description of Work: Bridge

Traffic Impacts: Road Closed

Detour: Local- None posted

Project ID Number: 4202-06-71

Location/Limits: Town Sherman, Creek Road over Silver Creek

Schedule: July- September

Description of Work: Bridge

Traffic Impacts: Road Closed

Detour: Local- None posted