

MINUTES
BAY-LAKE REGIONAL PLANNING COMMISSION
SHEBOYGAN METROPOLITAN AREA
TECHNICAL AND POLICY ADVISORY COMMITTEES JOINT MEETING
April 25, 2019
Sheboygan County Administration Building (Room 119), Sheboygan

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

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

Technical Advisory Committee: David Biebel (City of Sheboygan Department of Public Works)
Aaron Brault (Sheboygan County Planning and Conservation
Department)
Jim Glavan (Sheboygan County Representative, Eastern
Wisconsin Counties Railroad Consortium)
Diane Paoni (WisDOT Bureau of Planning and Economic
Development, Madison, by phone)
Ryan Sazama (City of Sheboygan Department of Public
Works)
Steve Sokolowski (City of Sheboygan Department of Planning
and Development)
Emily Stewart for Greg Schnell (Sheboygan County
Transportation Department)

MEMBERS EXCUSED: Brett Edgerle (Village of Kohler)
Mike Friedlander (Wisconsin Department of Natural Resources
Bureau of Air Management, Madison)
Vernon Koch for Tom Wegner (Sheboygan County)
David Smith (Bicycle and Pedestrian Transportation Advocate)
Derek Muench (Shoreline Metro)
Mayor Mike Vandersteen (City of Sheboygan)

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 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 Aaron Brault and seconded by Jim Glavan that both committees approve the agenda for the April 25, 2019, 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 March 21, 2019, 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. The election of MPO Policy Advisory Committee and Technical Advisory Committee officers (Chairperson and Vice Chairperson for each committee) was held.

Moved by Aaron Brault and seconded by Bill Blashka that the incumbent officers of both committees be reelected to their respective offices, as follows:

- Policy Advisory Committee Chairperson – Steven Bauer;
- Policy Advisory Committee Vice Chairperson – Charles Born;
- Technical Advisory Committee Chairperson – David Biebel; and
- Technical Advisory Committee Vice Chairperson – Greg Schnell.

Motion carried, with all voting aye on a voice vote.

6. Members of both committees reviewed and recommended approval of the Update to the *Year 2045 Sheboygan Area Transportation Plan (SATP)* to the Bay-Lake Regional Planning Commission.

A. Members of both committees reviewed the draft document one final time.

Jeffrey Agee-Aguayo distributed PowerPoint slides of his presentation regarding the Update to the *Year 2045 SATP* to members of both committees in attendance. Jeffrey Agee-Aguayo then

reviewed the relevant PowerPoint slides (projected in the meeting room), starting with the Plan Content slide (slide #6). The content of the nine chapters of the plan was reviewed, along with the content of the eight plan appendices.

The following display maps were also reviewed in tandem with reviewing the slides regarding Chapters 6 (Transportation and Land Use) and 7 (Recommended Transportation Plan):

- Map 6.3: Congestion Status of Streets and Highways;
- Map 7.1: Recommended Capacity Modifying Street and Highway Improvement Projects;
- Map 7.2: Recommended Bicycle Transportation Projects; and
- Map 7.3: Recommended Pedestrian Transportation Projects.

Jeffrey Agee-Aguayo also distributed and reviewed a handout regarding the webpage that contained the contents of the draft Update to the *Year 2045 SATP* (this webpage can be found at: <https://baylakerpc.org/sheboygan-mpo/long-range-transportation-planning/year-2045-sheboygan-area-transportation-plan-satp>).

Jeffrey Agee-Aguayo offered to review any chapters or appendices that members of either committee wanted to examine one final time, including the story maps created for Chapters 7 and 8, and the “fly throughs” of the seven major transportation projects in the story map for Chapter 7.

B. Jeffrey Agee-Aguayo reviewed comments received on the plan.

Jeffrey Agee-Aguayo stated that no written comments were received from the general public during the 30 day public comment period.

Jeffrey Agee-Aguayo reviewed attendance and comments received at the public hearing held on April 16, 2019 (this can be found in Appendix F, page F-5).

Jeffrey Agee-Aguayo reviewed attendance and comments received at the environmental consultation meeting held on April 11, 2019 (this can be found in Appendix F, page F-7, and Appendix G, pages G-5 and G-7).

Jeffrey Agee-Aguayo reviewed comments received from Wisconsin Department of Natural Resources (WDNR) Bureau of Air Management staff regarding the air quality conformity analysis (Appendix C), and noted that this appendix had been revised in response to all of these comments.

Jeffrey Agee-Aguayo reviewed comments received from Wisconsin Department of Transportation Bureau of Technical Services staff regarding the environmental justice analysis (Appendix E), and noted that this appendix had been revised in response to some of these comments, and that an e-mail was sent to this individual noting where the appendix was revised in response to the comments and where it was not going to be revised (this was because of a misunderstanding of a portion of the analysis).

Jeffrey Agee-Aguayo reviewed comments received from Wisconsin Department of Transportation Bureau of Technical Services staff regarding Chapter 8 (Mitigation of Environmental Impacts of Major Transportation Projects), and noted that this chapter had been revised in response to all of these comments.

C. Members of both committees recommended approval of the Update to the *Year 2045 SATP* to the Bay-Lake Regional Planning Commission.

Moved by Steve Sokolowski and seconded by Aaron Brault that both committees recommend approval of the Update to the *Year 2045 SATP* to the Bay-Lake Regional Planning Commission. Motion carried, with all voting aye on a voice vote.

7. Members of both committees reviewed and recommended approval of minor amendments to the *Sheboygan Metropolitan Planning Area Transportation Improvement Program (TIP): Calendar Years 2019 – 2022* to the Bay-Lake Regional Planning Commission.

Jeffrey Agee-Aguayo distributed a packet of amended tables to members of both committees in attendance.

Jeffrey Agee-Aguayo reviewed an amendment to Table 2 (Transit Capital Items) with members of both committees in attendance. Essentially, a Congestion Mitigation and Air Quality (CMAQ) project involving two 35-foot fixed-route buses for Shoreline Metro was added to Table 2. This project appeared in a previous TIP, but the Federal Transit Administration (FTA) Region 5 office wanted these buses programmed in the year in which they were actually acquired.

Jeffrey Agee-Aguayo reviewed an amendment to Table 3 (Elderly and Disabled Transportation Projects) with members of both committees in attendance. Jeffrey Agee-Aguayo stated that he worked with staff of the Sheboygan County Aging and Disability Resource Center (ADRC) and Shoreline Metro to revise this table. Sheboygan County was awarded additional federal Section 5310 funding for its “Enhanced Volunteer Driver Program” in 2019. (\$30,236 was awarded in 2018, but this increased to \$64,529 for 2019; this amount is being matched with \$64,529 in local funding, and also includes \$9,509 in fares and contributions, for a total program budget of \$138,567). Jeffrey Agee-Aguayo stated that it was his original intention to amend this table in January, but added that circumstances then made that impossible.

Jeffrey Agee-Aguayo reviewed amendments to Table 6 (Street and Highway Improvement Projects) with members of both committees in attendance. The main amendments to Table 6 were as follows:

- The Surface Transportation Block Grant (STBG) Urban allotment for the Sheboygan Urbanized Area (which was originally allocated to North Avenue and Superior Avenue reconstruction projects) will now be allocated exclusively to the North Avenue reconstruction project. The Superior Avenue reconstruction project will still take place, but will involve exclusively local funds, and construction has been moved to 2020. The City of Sheboygan and WisDOT Northeast Region requested this change.
- A project was added to Table 6 that involves design leading to eventual resurfacing of State Highway 23 from State Highway 32 to North Taylor Drive. The design would take place in 2019, but the actual project could occur as late as 2028. The WisDOT Northeast Region recently requested this small addition to Table 6.

Other amendments to Table 6 included the following:

- State Highway 28: Intersection with County Highway EE: Construction of a Roundabout in 2020: Cost decrease of \$10,000.
- Luelloff Road: Seven Mile Creek Bridge: Bridge Replacement in 2019 (Town of Mosel): Cost increase of \$44,000.
- Pennsylvania Avenue: Sheboygan River Bridge: Bridge Replacement in 2019 (City of Sheboygan): Cost decrease of \$529,000.
- County Highway O: Sheboygan River Tributary Bridge: Bridge Replacement in 2019 (Town of Sheboygan Falls): Cost increase of \$3,000, and an increased federal share and decreased local share.
- Interstate Highway 43: County Highway FF Overpass: Bridge Rehabilitation in 2019: Cost increase of \$4,000.

Jeffrey Agee-Aguayo noted that in Table 6, total highway preservation project costs decreased by \$358,000, while total highway safety project costs decreased by \$10,000.

Jeffrey Agee-Aguayo distributed and reviewed changes to the financial plan component of the minor amendments to the *2019 – 2022 TIP*; amendments to this portion of the TIP (including Table 7) were shaded in gray.

Finally, Jeffrey Agee-Aguayo distributed and reviewed changes to Appendix I of the *2019 – 2022 TIP* (Performance Measures in the Sheboygan Metropolitan Planning Area TIP). The focus of this review was on the updated language on the safety targets (page I-5); the Wisconsin Department of Transportation Bureau of Planning and Economic Development staff requested

this change. The original 2019 – 2022 TIP was approved in late October of 2018, but the 2019 safety performance targets were approved in mid-December of 2019; this amendment merely updated this portion of Appendix I to stay current with the most up-to-date performance targets. Other minor changes were also made to Appendix I.

As far as discussion from members of both committees was concerned, David Biebel explained the rationale for the shift in STBG Urban funds from the Superior Avenue project to the North Avenue project, and reiterated that the Superior Avenue project would still be completed, but with exclusively local funds. Aaron Brault had a question regarding design standards for the North Avenue and Superior Avenue projects that David Biebel answered.

Moved by Aaron Brault and seconded by Steve Sokolowski that both committees recommend approval of the minor amendments to the *Sheboygan Metropolitan Planning Area TIP: Calendar Years 2019 – 2022* to the Bay-Lake Regional Planning Commission. 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. (*Note: A summary of these projects is attached to these minutes*).

Matt Halada stated that there were two main projects on state highways in 2019 in Sheboygan County:

- The Sheboygan County component of the State Highway 23 “majors”/expansion project from Plymouth to Fond du Lac. Work on this multiyear project in 2019 will take place from late May through mid-November. Overall, this project is scheduled from 2019 through 2021. The Sheboygan County portion of the project will be built first. Closures anticipated with this project in 2019 were discussed. A website regarding this project will be available soon. A local officials’ meeting regarding this project will be held on April 30, 2019, at 4:00 p.m., at the Sheboygan County Transportation Department. Aaron Brault asked who received the award for this project; Matt Halada responded that he did not have this information immediately available, but added that he would look into this and get an answer.
- Painting of the Sheboygan River and Otter Creek bridges on State Highway 57 between Kiel and Plymouth. This project will be completed between April and mid-August, and will take about a month to complete. These bridges will be closed to all traffic during the work, and detours have been determined.

Other state highway projects that Matt Halada discussed included: resurfacing of Interstate Highway 43 in 2020; resurfacing of State Highway 67 in the late spring on 2019; and improvements to a railroad crossing along State Highway 32 in the Village of Cedar Grove in the summer of 2019.

Matt Halada also discussed several local projects; local bridge replacement projects included: Woodland Road over the Mullet River in the Town of Plymouth; Luelloff Road over Seven Mile Creek in the Town of Mosel; County Highway O over a tributary to the Sheboygan River in the Town of Sheboygan Falls; Pennsylvania Avenue over the Sheboygan River in the City of Sheboygan; and three bridges in the Town of Sherman. Local projects not involving bridges include the North Avenue and Superior Avenue reconstruction projects in the City of Sheboygan.

Discussion from members of both committees regarding Matt Halada's report did not focus on projects, but rather focused on WisDOT policies. Steve Sokolowski asked about the appropriate staff person at WisDOT who handles "logo" signs (the blue signs along freeways and expressways that let one know what businesses to expect at an upcoming exit); Matt Halada responded that someone at the WisDOT Central Office in Madison can provide this information. Steve Sokolowski also commented that he was frustrated with the outdoor advertising regulatory bureaucracy at WisDOT, and wondered who he could contact regarding his issues. Steve Sokolowski added that he wanted to contact area state legislators regarding these issues if things did not get resolved soon. Steve Sokolowski stated that all the City of Sheboygan wanted to post was "Welcome to Sheboygan" and "SouthPointe Enterprise Campus" signs near Interstate Highway 43.

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

Jeffrey Agee-Aguayo stated that he and the Commission's Administrative Assistant participated in Federal Highway Administration (FHWA) planning grant management training in Madison on March 27 and 28, 2019.

Jeffrey Agee-Aguayo noted that he participated in a quarterly meeting of the WDNR Transportation Conformity Workgroup (via teleconference) on April 10, 2019; the air quality conformity assessment of the Update to the *Year 2045 SATP* was reviewed with workgroup members at this meeting.

Jeffrey Agee-Aguayo indicated that he participated in a quarterly meeting of the Northeast Wisconsin Regional Access to Transportation Committee (NEWRATC) in Green Bay on April 16, 2019.

Jeffrey Agee-Aguayo commented that he participated in a quarterly MPO Directors' meeting in Madison on April 23, 2019.

Jeffrey Agee-Aguayo stated that he would be participating in a meeting of the Bay-Lake Regional Planning Commission's Executive Committee at the Commission office on April 26, 2019; the Update to the *Year 2045 SATP* and the minor amendments to the *2019 – 2022 TIP* that were recommended for approval at this meeting of the MPO advisory committees are scheduled for final approval at this meeting.

Jeffrey Agee-Aguayo noted that he planned to participate in a local officials' meeting regarding implementation of the State Highway 23 "majors" project on April 30, 2019, at 4:00 p.m., at the Sheboygan County Transportation Department; Jeffrey Agee-Aguayo distributed copies of the invitation letter to members of both committees in attendance.

Finally, Jeffrey Agee-Aguayo indicated that a mid-year review meeting regarding the Sheboygan MPO program would take place (via teleconference) the afternoon of May 15, 2019.

9. The next meeting of the Sheboygan MPO Technical and Policy Advisory Committees was scheduled for **Thursday, September 5, 2019, at 1:00 p.m.**

Jeffrey Agee-Aguayo stated that other meetings could be called sooner if business warrants (such as TIP or work program amendments, etc.).

10. **Moved** by Jim Glavan and seconded by Bill Blashka 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 1:55 p.m.

Recording secretary,

Jeffrey C. Agee-Aguayo

SHEBOYGAN COUNTY

WIS 23 Expansion

Location/limits: WIS 23 from the West Sheboygan/Fond du Lac County line to County P in the city of Plymouth.

Length of project in miles: 7.42 miles

Construction schedule: Late May to mid-November 2019.

Description of work: This work is part of the WIS 23 4-lane, on-alignment expansion project scheduled for 2019-2021 in Sheboygan and Fond du Lac counties. Work will begin in Sheboygan County and includes subgrade construction of the additional lanes in the Sheboygan County work zone, grading, drainage culverts and inlets, westbound structure over the Mullet River, westbound structure over the Ice Age Trail, wetland mitigation site, and other incidental items of work.

Traffic impacts: WIS 23 will remain open to one lane in each direction on the existing lanes at all times except for a single nighttime closure for construction of a culvert near Division Road.

Detour: A single nighttime WIS 23 closure and associated detour will be required when constructing a culvert located approximately 900 feet east of Division Road. The short term WIS 23 detour will follow County G, County C, and County T.

WIS 23 Expansion Design Website: <https://wisconsindot.gov/Pages/projects/by-region/ne/wis23exp/default.aspx>

WIS 23 Construction Website: [TBA](#)

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

Sheboygan River and Otter Creek Bridge Painting

Location/limits: Sheboygan River bridge and Otter Creek bridge on WIS 57 between Kiel and Plymouth.

Length of project: On-bridge

Construction start/finish schedule: Approximately one month painting project to be completed anytime between April and mid-August 2019.

Description of work: Blasting and painting of steel girders on two bridges over the Sheboygan River and Otter Creek. The Otter Creek bridge will also receive a polymer overlay on the bridge deck.

Traffic impacts: Bridges will be closed to all traffic during the work.

Detour: The detour for the Otter Creek Bridge closure is via County J, WIS 67, WIS 23. The detour for Sheboygan River Bridge closure will be via County EH, County MC, and WIS 32.

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

1225-08-74	CONST	3/12/2019	IH 043	SHEBOYGAN - MANITOWOC	CTH FF OVERPASS	BRRHB
1440-13-76	CONST	4/9/2019	STH 023	FOND DU LAC - PLYMOUTH	WCL-CTH P	RECS
1440-13-77	CONST	4/9/2019	STH 023	FOND DU LAC-PLYMOUTH	WCL-CTH P	BRNEW
4010-20-21	R/E	7/25/2019	STH 028	SHEBOYGAN FALLS-SHEBOYGAN	CTH EE INTERSECTION	RECS
4540-27-50	CONST	7/25/2019	STH 032	VILLAGE OF CEDAR GROVE	UPRR XING SURFACE 180176E	RSRF20

4996-22-71	CONST	1/15/2019	NON HWY	UTILITY CORRIDOR MULTI-USE PATH	S. BUSINESS DR - S. 18TH ST	MISC
4204-07-71	CONST	2/12/2019	LOC STR	T PLYMOUTH WOODLAND ROAD	MULLET RIVER BRIDGE	BRRPL
4996-01-80	CONST	2/25/2019	LOC STR	C SHEBOYGAN NORTH AVE	UP RR XING SURFACE 180265W	MISC
4996-01-81	CONST	2/25/2019	LOC STR	C SHEBOYGAN NORTH AVE	UP RR XING SIGNALS 180265W	MISC
4197-04-71	CONST	3/12/2019	LOC STR	T MOSEL LUELLOFF ROAD	SEVEN MILE CREEK BRIDGE B590205	BRRPL
4269-05-71	CONST	3/12/2019	CTH O	T SHEBOYGAN FALLS CTH O	SHEBOYGAN RIVER BRIDGE B590198	BRRPL
4996-01-73	CONST	3/12/2019	CTH O	C SHEBOYGAN SUPERIOR AVE	N TAYLOR DR TO N 29TH ST	RECS
4996-01-79	CONST	3/12/2019	LOC STR	C SHEBOYGAN NORTH AVE	CALUMET DR TO 15TH ST	RECS
4996-25-71	CONST	3/12/2019	LOC STR	C SHEBOYGAN PENNSYLVANIA AVE	SHEBOYGAN RIVER BRIDGE	BRRHB
4202-04-71	CONST	7/9/2019	LOC STR	T SHERMAN SILVER CREEK CASCADE RD	N BRANCH MILWAUKEE RIVER BRIDGE NOR	BRRPL
4202-05-71	CONST	7/9/2019	LOC STR	T SHERMAN SILVER CREEK CASCADE RD	N BRANCH MILWAUKEE RIVER BRIDGE SOU	BRRPL
4202-06-71	CONST	7/9/2019	LOC STR	T SHERMAN CREEK ROAD	SILVER CREEK BRIDGE	BRRPL