

MINUTES  
BAY-LAKE REGIONAL PLANNING COMMISSION  
SHEBOYGAN METROPOLITAN AREA  
TECHNICAL AND POLICY ADVISORY COMMITTEES

August 31, 2017

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)  
Matt Halada for Will Dorsey (WisDOT Northeast Region, Green Bay)  
George Marthenze for Tom Wegner (Sheboygan County)  
Mayor Mike Vandersteen (City of Sheboygan)

Technical Advisory Committee: Jerry Benzschawel (City of Sheboygan Falls Department of Public Works)  
Aaron Brault (Sheboygan County Planning and Conservation Department)  
Diane Paoni (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)  
Brett Edgerle (Village of Kohler)  
Derek Muench (Shoreline Metro)  
Ryan Sazama (City of Sheboygan Department of Public Works – Engineering Division)  
Greg Schnell (Sheboygan County Transportation Department)  
David Smith (Bicycle and Pedestrian Transportation Advocate)  
Steve Sokolowski (City of Sheboygan Department of Planning and Development)

OTHERS PRESENT: None

STAFF PRESENT: Madison Smith and Jeffrey Agee-Aguayo

1. The meeting was called to order at 1:01 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 Aaron Brault and seconded by Mayor Mike Vandersteen that both committees approve the agenda for the August 31, 2017, joint Technical Advisory Committee/Policy Advisory Committee meeting. Motion carried, with all voting aye on a voice vote.

3. Jeffrey Agee-Aguayo suggested one change to the minutes of the June 29, 2017, joint Technical Advisory Committee/Policy Advisory Committee meeting. On page 1 of the minutes (Agenda Item #1), the meeting starting time should read “1:03 p.m.” (as opposed to a.m.).

**Moved** by George Marthenze and seconded by Mayor Mike Vandersteen that both committees approve the minutes of the June 29, 2017, joint Technical Advisory Committee/Policy Advisory Committee meeting, as amended. 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 various tables to be included in the main body of the *Sheboygan Metropolitan Planning Area Transportation Improvement Program (TIP): Calendar Years 2018 – 2021*, and released the document for a 30 day public comment period.

A. Members of both committees reviewed the various tables to be included in the main body of the *2018 – 2021 TIP*. Tables 1 through 8 were mailed and e-mailed to members of both committees in advance of the meeting, although the e-mailed versions of Tables 5 and 7 were more up to date than what was mailed out.

Members of both committees reviewed Table 1 (Calendar Years 2018 – 2021: Transit Operating Funds).

Members of both committees reviewed Table 2 (Calendar Years 2018 – 2021: Transit Capital Items). Replacement of three 35-foot fixed-route buses in 2017 are the only capital items to be officially programmed in the *2018 – 2021 TIP*. Items listed as “illustrative” projects in the TIP include: replacement of a forklift; GFI farebox replacement and farebox data system upgrade; a roof replacement for the transit maintenance facility/garage; replacement of eight 35-foot fixed-route buses (three in 2019, three in 2020, and two in 2021); replacement of ten office/dispatch/maintenance computers; and replacement of a bus wash. Jeffrey Agee-Aguayo commented that Shoreline Metro is seeking funding for some of these projects (such as bus replacements and the roof replacement), and if that funding is awarded, the TIP will be amended to program those projects.

Members of both committees reviewed Table 3 (Calendar Year 2018: Elderly and Disabled Transportation Projects). Currently, the table includes the standard volunteer driver program and the purchase of specialized transportation services from Shoreline Metro. Jeffrey Agee-Aguayo stated that the Sheboygan County Aging and Disability Resource Center (ADRC) applied for Federal Transit Administration (FTA) Section 5310 funding to enhance its volunteer driver program; if this funding is awarded, the TIP will be amended by replacing the standard volunteer driver program with the enhanced volunteer driver program (which is currently listed as an “illustrative” project).

Members of both committees reviewed Table 4 (Calendar Years 2018 – 2021: Elderly and Disabled Transportation Capital Projects). Jeffrey Agee-Aguayo noted that all items in this table were currently listed as “illustrative” projects, but added that the TIP would be amended to program one or more of these projects if they end up receiving funding from WisDOT. This is particularly the case for some of the projects listed in 2018, since the Sheboygan County ADRC has applied for FTA Section 5310 funding for those projects.

Jeffrey Agee-Aguayo distributed a revised version of Table 5 (Calendar Years 2018 – 2021: Bicycle and Pedestrian Transportation Projects) to members of both committees in attendance. Members of both committees then reviewed Table 5. Projects programmed in Table 5 include: Sheboygan County Non-Motorized Transportation Pilot Program (NMTTP) level of effort for program oversight (including education and outreach, 2018 and 2019); Sheboygan County NMTTP marketing and branding (2018); construction of a multi-use pathway in the Alliant Energy Utility Corridor on the south side of the City of Sheboygan from County Highway OK/South Business Drive to County Highway KK/South 12<sup>th</sup> Street (2018); and conversion of County Highway PP from the Sheboygan River Bridge to near South 24<sup>th</sup> Street into a linear parkway and trail facility (engineering in 2019 and 2020, and construction in 2021). A WisDOT enhancements grouped project line item is also included in Table 5. In addition, seven “illustrative” projects are listed in Table 5.

Members of both committees reviewed Table 6 (Calendar Years 2018 – 2021: Street and Highway Improvement Projects). Projects programmed in Table 6 include: reconstruction with no increase in capacity and rail work on North Avenue from State Highway 42/Calumet Drive to 300 feet east of North 15<sup>th</sup> Street (2018); construction of a roundabout at the intersection of State Highway 28 and County Highway EE (2019); replacement of the Seven Mile Creek bridge on Luelloff Road in the Town of Mosel (2019); replacement of the Sheboygan River bridge and approaches on Meadowlark Road in the Town of Sheboygan Falls (2018); rehabilitation of the Sheboygan River bridge on Pennsylvania Avenue in the City of Sheboygan (2018); reconstruction with no increase in capacity on Superior Avenue from North Taylor Drive to North 29<sup>th</sup> Street (2019); and replacement of the Sheboygan River Tributary bridge on County Highway O in the Town of Sheboygan Falls (2019). Table 6 also includes eight categories of WisDOT “grouped” projects. Interestingly, there are no street and highway improvement projects programmed for 2020 and 2021 at this time, although projects may be added for those years through the amendment process.

Jeffrey Agee-Aguayo distributed a revised version of Table 7 (Programmed and Available Federal Funding for the *2018 – 2021 TIP*) to members of both committees in attendance. Members of both committees then reviewed Table 7. Jeffrey Agee-Aguayo noted one small change made to Table 7 that was caused by a cost change made to Table 5.

Finally, Jeffrey Agee-Aguayo distributed and reviewed Table 8 (Implementation Status of Projects Recommended for 2017) with members of both committees in attendance. This included discussion of the status of: eight street and highway improvement projects; four bicycle and pedestrian transportation projects; one transit operating project; two transit capital projects; two elderly and disabled transportation operating projects; three elderly and disabled transportation capital projects; and one Wisconsin Employment Transportation Assistance Program (WETAP) project.

Jeffrey Agee-Aguayo noted that Madison Smith would be preparing much of the narrative for the *2018 – 2021 TIP*.

George Marthenze asked to be notified of the public comment period and date, time and place of the public hearing on the *2018 – 2021 TIP* when the document is released for public review.

B. Members of both committees released the draft *2018 – 2021 TIP* for a 30 day public comment period.

**Moved** by Aaron Brault and seconded by Bill Blashka that both committees release the draft *Sheboygan Metropolitan Planning Area TIP: Calendar Years 2018 – 2021* for a 30 day public comment period. Motion carried, with all voting aye on a voice vote.

6. Jeffrey Agee-Aguayo distributed and reviewed a listing of proposed work elements in the draft *2018 Sheboygan Metropolitan Planning Area Transportation Planning Work Program* with members of both committees in attendance.

Jeffrey Agee-Aguayo stated that he had prepared many portions of the main body of the draft 2018 MPO Work Program, including: an introduction and prospectus; a summary of 2017 work program activities (through August 31, 2017); the 2018 work program summary; information on key meetings in 2018; and the detailed work program by work element.

Jeffrey Agee-Aguayo indicated that he would have the full draft *2018 Sheboygan Metropolitan Planning Area Transportation Planning Work Program* to WisDOT and FHWA for review between September 8, 2017, and September 15, 2017.

Members of both committees in attendance had no comments on the proposed work elements in the draft *2018 Sheboygan Metropolitan Planning Area Transportation Planning Work Program*.

7. Jeffrey Agee-Aguayo provided a brief update on local programs (STP Urban, Congestion Mitigation and Air Quality, etc.).

Jeffrey Agee-Aguayo discussed the status of the STP Urban program as we know it now. There was an estimated negative balance for the urbanized area earlier in 2017, followed by a small positive balance that was estimated in late July. Currently, the WisDOT Northeast Region's Local Programs Coordinator believes that the negative balance was most accurate. Matt Halada commented that final numbers will not be known until the state biennial budget has been adopted by both legislative chambers and signed into law. Jeffrey Agee-Aguayo commented that continuing to have the North Avenue and Superior Avenue projects on the books and not closed out has hurt funding availability for the STP Urban program.

Jeffrey Agee-Aguayo also discussed the four Congestion Mitigation and Air Quality (CMAQ) applications received in the metropolitan planning area. The City of Sheboygan was the project sponsor for all four applications in the metropolitan planning area (three applications were from the Department of Public Works for various signal timing projects, while one application was from Shoreline Metro for bus replacements). There were no other submitted project applications in Sheboygan County or from anywhere else in northeast Wisconsin this cycle. Jeffrey Agee-Aguayo stated that he still needed to work on emission reduction calculations for these project applications. Jeffrey Agee-Aguayo noted that southeastern Wisconsin had an additional 25 project applications. Jeffrey Agee-Aguayo indicated that project selection meetings would occur in the near future.

Jeffrey Agee-Aguayo noted that members of both committees should visit with the Sheboygan County Highway Commissioner (Greg Schnell) if they wanted to learn more about the two other local programs (STP Rural and Local Bridge).

8. Diane Paoni discussed finalizing the State Freight Plan, and indicated that the WisDOT Bureau of Planning and Economic Development would show MPO staff a freight tool that was developed regarding trucking before the end of calendar year 2017.

Matt Halada then discussed WisDOT Northeast Region planning activities and construction projects in Sheboygan County with everyone in attendance. (*Note: Materials that were used in presenting this report are attached to these minutes*).

Matt Halada commented that a reduction in staffing at the WisDOT Northeast Region is coming. Matt Halada stated that he will be doing Financial Integrated Improvement Programming System (FIIPS) coordination and state highway planning (together with another transportation planner at the region office). This means that Matt Halada may be attending MPO committee meetings less frequently across the region. Matt Halada indicated that staff-level planning was being deemphasized at WisDOT. Aaron Brault had a question regarding management consultants that Matt Halada answered.

Matt Halada stated that the Interstate Highway 43 resurfacing project from the Manitowoc County line to the State Highway 42 interchange would be going through November, and discussed work being done on the project for the current week.

Matt Halada discussed bridge inspection activities on Interstate Highway 43 over the Sheboygan River.

Matt Halada noted that the Calumet Drive reconstruction and rehabilitation project would be going through October. The reconstruction project is from Main Avenue to North 26<sup>th</sup> Street in the City of Sheboygan, while the rehabilitation project is from Mueller Road to Interstate Highway 43 in the Town of Sheboygan. Matt Halada discussed work being done on the project for the current week. Bill Blashka had a question regarding the status of the Town of Sheboygan segment of this project (Mueller Road to Interstate Highway 43) that Matt Halada answered.

Matt Halada indicated that the State Highway 144 reconditioning project would be going through November. This project is from State Highway 28 to State Highway 57 in southern Sheboygan County (outside the metropolitan planning area). Matt Halada discussed work being done on the project for the current week.

Finally, Matt Halada discussed a local bridge project, replacement of the County Highway RR bridge and approaches over the Onion River in the Town of Holland (outside the metropolitan planning area). This project will be going through October. Matt Halada discussed work being done on the project for the current week.

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

Jeffrey Agee-Aguayo stated that he and Madison Smith participated in a quarterly meeting of the Northeast Wisconsin Regional Access to Transportation Committee (NEWRATC) in Appleton on July 12, 2017.

Jeffrey Agee-Aguayo noted that he participated in a quarterly meeting of the Wisconsin Department of Natural Resources (WDNR) Bureau of Air Management's Transportation Conformity Workgroup (via teleconference) on July 19, 2017.

Jeffrey Agee-Aguayo indicated that he and Madison Smith participated in a quarterly MPO Directors' meeting at the WisDOT Central Office on July 25, 2017.

Jeffrey Agee-Aguayo commented that he amended the *2017 Sheboygan Metropolitan Planning Area Transportation Planning Work Program* in late July. The 2017 Work Program was amended to include Federal Transit Administration (FTA) Section 5304 funding for the completion of a transit development program (TDP) for Shoreline Metro; the TDP will be completed in 2017 and 2018.

Jeffrey Agee-Aguayo stated that he assisted the WisDOT Traffic Forecasting Section with review of socioeconomic forecasts for traffic analysis zones (TAZs) adjacent to the State Highway 23 “majors” project in western Sheboygan County in August. This is anticipated to go into a revised Environmental Impact Statement (EIS) for this project. A teleconference meeting to discuss this project and its air quality conformity status was also held on August 23, 2017.

Jeffrey Agee-Aguayo noted that he spent some time in July assisting Shoreline Metro with the preparation of a quarterly report for its Community Development Block Grant (CDBG).

Jeffrey Agee-Aguayo indicated that Commission staff continued preparation for a boarding and alighting survey of Shoreline Metro that will occur at the beginning of the upcoming school year. Commission staff continued to revise boarding and alighting survey forms for each route, and also reviewed a proposal submitted by a temporary employment agency to provide staff to assist with administration of the survey.

Jeffrey Agee-Aguayo commented that the Commission approved the update to its *Title VI and Non-Discrimination Program/Limited English Proficiency Plan* at its Executive Committee meeting on July 28, 2017. Commission staff made final edits to the document, and submitted this document to WisDOT and posted it to the Commission’s website on August 30, 2017.

Jeffrey Agee-Aguayo stated that Commission staff received an agreement for an FTA Section 5304 grant to complete a TDP for Shoreline Metro in late June. This agreement also included a set of 2017 certifications and assurances. The Commission approved the contract to complete the TDP update at a meeting of the Executive Committee on July 28, 2017. It is hoped that FTA will approve the grant soon.

Jeffrey Agee-Aguayo noted that Commission staff assisted the Town of Sheboygan Falls with rating the pavement condition of its town roads in late July, and with data entry related to this inventory in August. Commission staff will also assist the town in submitting its pavement ratings to WisDOT by mid-December. Jeffrey Agee-Aguayo provided Steven Bauer with copies of the updated draft pavement ratings for review of the Sheboygan Falls Town Board. Jeffrey Agee-Aguayo reminded members of both committees in attendance that the Commission can provide technical assistance to local jurisdictions in rating their local streets and roads.

Jeffrey Agee-Aguayo indicated that he processed administrative modifications to the *2017 – 2020 TIP* in July. These administrative modifications impacted one project (addition of an illustrative project) in the transit capital project component of the TIP, three projects (one scope change and addition of two illustrative projects) in the bicycle and pedestrian transportation project component of the TIP, and three projects (cost and cost share adjustments) in the street and highway improvement project component of the TIP. Members of the Sheboygan MPO Technical and Policy Advisory Committees were notified of these upcoming administrative modifications at their joint meeting in late June, and had no objections to them. Transmittal of these administrative modifications to pertinent Federal and state agencies took place in mid-July.

Jeffrey Agee-Aguayo commented that he prepared one minor amendment to the *2017 – 2020 TIP* in July. This minor amendment involved the addition of one project (completion of a TDP for Shoreline Metro) to the transit capital project component of the *2017 – 2020 TIP*. An updated fiscal constraint redemonstration (financial plan) was also prepared for this minor amendment. The Commission approved this minor amendment at a meeting of its Executive Committee on July 28, 2017. Commission staff transmitted this minor amendment to pertinent Federal and state agencies in late July. WisDOT approved this minor amendment to the *2017 – 2020 TIP* in August.

Jeffrey Agee-Aguayo stated that a meeting of the full Bay-Lake Regional Planning Commission would take place on September 8, 2017. For the first time in several meetings, there are no MPO action items on the agenda at this meeting.

Jeffrey Agee-Aguayo noted that a teleconference meeting to review the draft *2018 Sheboygan Metropolitan Planning Area Transportation Planning Work Program* would take place the afternoon of October 3, 2017.

Finally, Jeffrey Agee-Aguayo indicated that he planned to participate in a quarterly meeting of the WDNR Bureau of Air Management's Transportation Conformity Workgroup (most likely via teleconference) the afternoon of October 18, 2017.

9. The next meeting of the Sheboygan MPO Technical and Policy Advisory Committees was scheduled for **Thursday, October 26, 2017, at 1:00 p.m.** (sooner if there is urgent business).

10. **Moved** by George Marthenze 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 2:05 p.m.

Recording secretary,

Jeffrey C. Agee-Aguayo

## **SHEBOYGAN COUNTY**

### **I-43 resurfacing**

**Location/limits:** I-43 from Sheboygan/Manitowoc County line to WIS 42/I-43 interchange

**Schedule:** June 1, 2017, to November 2017

**Length:** 6.9 miles

**Cost:** \$6.2 million

**Description of work:** Project consists of concrete base patching of I-43 mainline, milling 2-inches of asphalt pavement and placing 4-inches of new asphalt pavement, ramp resurfacing at the I-43/WIS 42 interchange, culvert replacement, signing, and pavement marking.

**August 21 to August 25:** The contractor continued placement of the asphaltic binder pavement on the outside lane of northbound I-43 shoulder. They also began paving the outside lane and shoulder for the southbound surface coat.

**August 28 to September 1:** The contractor will continue paving the outside shoulders of I-43 with asphaltic surface coat.

**Traffic impacts:** There will be single lane closures of northbound and southbound I-43 during construction, leaving one lane of traffic open for motorists in various segments of the project work zone. However, lane closures will be removed during peak travel times on the weekend.

- Northbound I-43 will be down to a single lane of travel from 6 a.m. Saturday through noon on Friday during construction.
- All lanes open from noon Friday to 6 a.m. Saturday during construction.
- Southbound I-43 will be down to a single lane of travel from 6 a.m. Monday through 6 a.m. Sunday during construction.
- All lanes open from 6 a.m. Sunday to 6 a.m. Monday during construction.
- There will be various nighttime closures of the I-43/WIS 42 interchange ramps for paving operations.

Project website: <http://projects.511wi.gov/i43ner/>

## **WIS 42 (Calumet Drive) reconstruction**

**Location/limits:** Calumet Drive from Main Avenue to 26th Street in the city of Sheboygan, and from Mueller Road to I-43.

**Schedule:** May 22, 2017, to October 2017

**Length:** 1.5 miles

**Cost:** \$3.3 million

**Description of work:** The project includes full reconstruction of WIS 42 from Main Avenue to 26th Street, a total length of one-half mile, and pavement rehabilitation of WIS 42 from Mueller Road to I-43, a total length of 1 mile. Work consists of earthwork and grading, water main, sanitary sewer and storm sewer, base aggregate, concrete pavement, concrete pavement repair, concrete curb and gutter, concrete sidewalk, street lighting, traffic signals, landscaping, pavement markings, and sign replacement.

**August 21 to August 25:** The contractor poured the North Avenue, 25th Street and 26th Street intersections, along with several driveway gaps along WIS 42 (Calumet Drive) northbound lanes. They continued underground work for street lighting along WIS 42 (Calumet Drive) northbound lanes. They graded for the concrete sidewalk along the east side of WIS 42 (Calumet Drive) northbound lanes.

**August 28 to September 1:** The contractor will finish concrete work along North Avenue and driveway gaps. They will finish underground work for street lighting along WIS 42 (Calumet Drive) northbound lanes. They will finish grading and pour the concrete sidewalks and driveway aprons along WIS 42 (Calumet Drive) northbound lanes. They will begin topsoil placement and landscaping along WIS 42 (Calumet Drive) northbound lanes.

**Traffic impacts:** WIS 42 and North Avenue will remain open to a minimum of one lane of traffic in each direction at all times. Various turning movements will be prohibited at the WIS 42 and North Avenue intersection at times during construction.

### Current Traffic Restrictions:

- WIS 42 (Calumet Drive) is counter-directional along the southbound lanes and reduced to one lane in each direction from Main Avenue to 27th Street.
- Right turn prohibited from WIS 42 (Calumet Drive) northbound to North Avenue eastbound.
- Right turn prohibited from WIS 42 (Calumet Drive) southbound to North Avenue westbound.
- North Avenue is counter-directional along the westbound lanes and reduced to one lane in each direction from 24th Street to 21st Street.
- Left turn prohibited from North Avenue eastbound to WIS 42 (Calumet Drive) northbound.
- Left turn prohibited from North Avenue westbound to WIS 42 (Calumet Drive) southbound.
- No access to 25th Street east from WIS 42 (Calumet Drive).
- No access to 26th Street east from WIS 42 (Calumet Drive).

**Detour:** None

## **WIS 144 reconditioning**

**Location/limits:** WIS 144 from WIS 28 in Silver Creek to WIS 57 in Random Lake

**Length:** 6.85 miles

**Schedule:** July 10, 2017, to November 2017

**Cost:** \$5 Million

**Description of work:** Work will consist of milling and resurfacing 6.85 miles of WIS 144 and widening the travel lanes by two feet, widening shoulders, replacing curb and gutter, replacing storm sewer in Silver Creek, replacing culverts, updating existing beam guard, flattening side slopes, and upgrading a number of intersections.

Here is a summary of the WIS 144 intersection improvements.

- WIS 28: Updating pavement marking
- County Road I: Adding right-turn lane and curb returns with increased radius and offset
- County Road DE: Adding right-turn lane
- County Road DE/Silver Creek: Adding curb returns with increased radius and offset
- Lone Pine: Adding curb returns with increased radius and offset
- Riverview: Adding curb returns
- Schroeter: Adding curb returns
- Lynn: Adding curb returns with increased radius and offset

**August 21 to August 25:** Storm sewer will continue in Silver Creek. Grading will continue throughout the project. Retaining wall work will begin. Asphalt patching will begin. Culvert pipes will continue.

**August 28 to September 1:** Storm sewer and culverts pipe will finish. Grading will continue throughout the project. Retaining wall work will continue. Asphalt paving will begin.

**Traffic impacts:** WIS 144 will be closed from Carroll Street to WIS 28 for the duration of the project. There will be a three-day closure at some point during construction between WIS 57 and Carroll Street for the box culvert work. Local access to the project will be allowed at various side streets.

**Detour:** The detour will be north along WIS 28, east on County A and south on WIS 57.

*Weekly LP Construction Update*

Week of 8-28-17

**Sheboygan County**

**CTH RR, Onion River Bridge & Approaches**

**Schedule:** August 7th – October, 2017

**Length:** 0.055 miles

**Cost:** \$372,491

**Location:** Town of Holland, Located SW of Cedar Grove, WI

**Description:** The work under this contract consists of bridge replacement, grading, base aggregate dense, asphaltic surface, erosion control and any incidentals to complete the work.

**August 21st to August 26th:** Installed CIP piling, poured concrete, and placed heavy riprap at west abutment. Started forming the decking for the superstructure.

**August 28th to September 1st:** Plan to tie steel and pour the superstructure.

**Traffic impacts:** CTH RR is closed to traffic. Contractor provided road closed signs, bridge out signs, and barricades. Sheboygan County has posted a detour for the project.