

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

April 26, 2018

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)

Technical Advisory Committee: Jerry Benzschawel (City of Sheboygan Falls Department of Public Works)
Aaron Brault (Sheboygan County Planning and Conservation Department)
Brett Edgerle (Village of Kohler)
Derek Muench (Shoreline Metro)
Diane Paoni (WisDOT Bureau of Planning and Economic Development, by phone)

MEMBERS EXCUSED: David Biebel (City of Sheboygan Department of Public Works)
Ryan Sazama (City of Sheboygan Department of Public Works)
Greg Schnell (Sheboygan County Transportation Department)
David Smith (Bicycle and Pedestrian Transportation Advocate)
Steve Sokolowski (City of Sheboygan Department of Planning and Development)
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 1:05 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 Bill Blashka that both committees approve the agenda for the April 26, 2018, joint Technical Advisory Committee/Policy Advisory Committee meeting. Motion carried, with all voting aye on a voice vote.

3. **Moved** by Aaron Brault and seconded by Matt Halada that both committees approve the minutes of the February 22, 2018, 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 2018 – 2021* to the Bay-Lake Regional Planning Commission, including addition of a section discussing how existing and future performance measures and targets are and will be addressed in the TIP, as well as changes to the street and highway project component of the TIP.

Jeffrey Agee-Aguayo distributed (as needed) and reviewed the “Performance Measures in the Sheboygan Metropolitan Planning Area TIP” narrative with members of both committees in attendance. There is a federal requirement that such narrative be included as an addition to the TIP by May 27, 2018. The addition of this narrative to the TIP does not affect any projects in that document. Following an introduction that discusses the incorporation of performance-based planning and programming into the development of MPO long-range transportation plans and TIPs, the narrative discusses how performance measures and targets are currently incorporated into the long-range transportation plan and TIP. Adopted performance targets for the Sheboygan MPO are discussed (transit asset management targets and safety targets), followed by discussion of future performance measure and target activities and coordination. The linkage of investments to established performance measures is discussed, along with an analysis of transit capital and safety projects in the *2018 – 2021 TIP* and how the programming of these projects supports the adopted performance targets.

Jeffrey Agee-Aguayo noted one minor error on page 6 of the “Performance Measures in the Sheboygan Metropolitan Planning Area TIP” narrative, adding that it will be corrected before it is submitted to the pertinent state and federal agencies.

Jeffrey Agee-Aguayo distributed (as needed) and reviewed changes made to Table 6 (Street and Highway Improvement Projects) with members of both committees in attendance. One project (reconstruction of North Avenue) was amended to include railroad work and some construction work in 2018, with the construction work originally scheduled for 2018 being moved to 2019,

and with increased project costs. A second project (construction of a roundabout at the intersection of State Highway 28 and County Highway EE) was moved from 2019 to 2020, but involved no changes in cost. The third project that changed (replacement of the Meadowlark Road bridge and approaches over the Sheboygan River in the Town of Sheboygan Falls) involved a decrease in cost of \$136,000, with both federal and local financial participation decreasing in the project.

Jeffrey Agee-Aguayo distributed and briefly reviewed the revised financial plan for the *2018 – 2021 TIP* (as amended) with members of both committees in attendance. Jeffrey Agee-Aguayo noted that the cells shaded in gray in Table 7 (Programmed and Available Federal Funding for the *2018 – 2021 TIP* (As Amended)) had changed since the previous TIP amendment was approved in January 2018.

As far as questions and comments from members of both committees in attendance were concerned, Charles Born asked if the roundabout project at State Highway 28 and County Highway EE will continue to get pushed back; Jeffrey Agee-Aguayo responded that he would convey the frustration of members of both committees that this safety project continues to get delayed. Aaron Brault commented that the *2018 – 2021 TIP* may need to be amended at a future meeting to accommodate changes to the Alliant Energy Utility Corridor trail project. Charles Born had a question regarding whether there was a need for large amounts of parking for residents of the multifamily housing in South Pier when residents have many options for transportation besides driving a vehicle; Derek Muench responded to this question on behalf of the City of Sheboygan.

Moved by Derek Muench and seconded by Aaron Brault that both committees recommend approval of the minor amendments to the *Sheboygan Metropolitan Planning Area Transportation Improvement Program (TIP): Calendar Years 2018 – 2021* (including addition of a section discussing how existing and future performance measures and targets are and will be addressed in the TIP, as well as changes to the street and highway project component of the TIP) to the Bay-Lake Regional Planning Commission. Motion carried, with all voting aye on a voice vote.

6. Members of both committees reviewed and recommended approval of an amendment to the *2018 Sheboygan Metropolitan Planning Area Transportation Planning Work Program* to the Bay-Lake Regional Planning Commission.

Jeffrey Agee-Aguayo distributed (as needed) and reviewed the letter from the Bay-Lake Regional Planning Commission’s auditor (Schenck) proposing adjusted employee benefit, time off with pay, and all other indirect cost rates for 2018 with members of both committees in attendance.

Jeffrey Agee-Aguayo stated that these rates were being adjusted following Schenck’s 2017 audit of the Commission. Jeffrey Agee-Aguayo indicated that in past years, the Commission’s MPO

staff sent a copy of the letter to WisDOT and the Commission could use the new rates in billing WisDOT for the remainder of the year. However, Jeffrey Agee-Aguayo noted that WisDOT wanted the Commission to formally amend the MPO Work Program to account for these new rates this year, which will now likely be an annual occurrence.

Members of both committees had no questions or comments regarding this agenda item.

Moved by Charles Born and seconded by Derek Muench that both committees recommend approval of Amendment #1 to the *2018 Sheboygan Metropolitan Planning Area Transportation Planning Work Program* to the Bay-Lake Regional Planning Commission. Motion carried, with all voting aye on a voice vote.

7. Members of both committees reviewed the *Annual Listing of Obligated Projects for Calendar Year 2017*.

Jeffrey Agee-Aguayo distributed (as needed) and reviewed the *Annual Listing of Obligated Projects for Calendar Year 2017* with members of both committees in attendance. Jeffrey Agee-Aguayo stated that he posted the *Annual Listing of Obligated Projects for Calendar Year 2017* to the MPO webpage in March.

Jeffrey Agee-Aguayo stated that no action was needed on this agenda item unless changes were made.

There were no questions or comments from members of either committee regarding the *Annual Listing of Obligated Projects for Calendar Year 2017*.

8. Members of both committees reviewed draft Chapter 4 (Mission Statement, Goals and Objectives) of the Update to the *Year 2045 Sheboygan Area Transportation Plan (SATP)*.

Jeffrey Agee-Aguayo distributed (as needed) and reviewed draft Chapter 4 with members of both committees in attendance. Jeffrey Agee-Aguayo stated that Goals 1 through 10 involve the federally-required metropolitan planning factors, while Goals 11 through 13 involve locally developed or preferred goals, and Goals 14 through 23 relate to transportation safety and mainly come from the *Wisconsin Strategic Highway Safety Plan: 2017 – 2020*. In addition, Goals 24 through 31 come from the *Sheboygan County Pedestrian & Bicycle Comprehensive Plan: 2015 Update*; Goals 24 through 28 relate to pedestrian transportation, while Goals 29 through 31 relate to bicycle transportation. Jeffrey Agee-Aguayo commented that certain goals and objectives were modified or eliminated to be consistent with 2018 conditions (for example, the Wisconsin “complete streets” law has changed since the original *Year 2045 SATP* was approved in May 2015).

Jeffrey Agee-Aguayo stated that the following objectives (or portions thereof) were developed based on the nominal group exercise at the joint meeting of the MPO advisory committees on February 22, 2018:

- Objective 1.1: Expand State Highway 23 to four lanes from west of Plymouth to Fond du Lac.
- Objective 1.2: Plan a new traffic pattern as the City of Sheboygan Business Center (Industrial Park) expands to the south.
- Objective 1.4: Continue to promote rail traffic in order to reduce truck traffic.
- Objective 1.5: Continue to promote and enhance the Sheboygan County Memorial Airport, particularly in the areas of fire protection and safety.
- Objective 2.1: Implement overpasses over State Highway 23 from Plymouth to Sheboygan Falls.
- Objective 2.2: Construct additional roundabouts for safety.
- Objective 2.4 (partial – added items to this previous objective are in italics): Address safety issues regarding transportation facilities as part of the transportation planning process; for streets and highways, this would include consideration of curb cut controls, *vision triangles*, intersection improvements, access control, *rail crossing improvements*, signals and other features as part of the street and highway design process.
- Objective 2.7: Improve communication with railroads in an effort to improve safety at rail crossings.
- Objective 3.8: Find ways to improve or facilitate communication between emergency vehicles and railroad operations.
- Objective 3.9: Improve utilization of WisDOT informational boards along major highways to inform the traveling public of incidents, including travel times and suggestion of alternate routes.
- Objective 4.1: Make other forms of transportation more attractive besides the automobile, and promote sustainable forms of transportation.
- Objective 4.4 (partial – added items to this previous objective are in italics): Encourage *additional segregated bicycle lanes, rails-to-trails projects* and sidewalks in the metropolitan planning area, particularly in new developments.
- Objective 5.2 (partial – added items to this previous objective are in italics): Encourage new industrial/manufacturing development to locate in urban industrial parks rather than in suburbs or rural areas, and *minimize annexation of farmland for industrial use*.
- Objective 5.3 (partial – added items to this previous objective are in italics): Maintain a “green” (environmentally friendly) philosophy in MPO transportation planning activities *and in the various local land use planning activities in the Sheboygan Metropolitan Planning Area*.
- Objective 5.10 (partial – added items to this previous objective are in italics): Utilize land use planning as a component in the long-range transportation planning process so that streets, highways, bicycle and pedestrian transportation facilities and the transit system do not become functionally obsolete because of inadequate local land use

controls and unplanned development, and *improve local land use decisions in the cities, villages and towns within the Sheboygan Metropolitan Planning Area.*

- Objective 5.12: Minimize urban sprawl in the Sheboygan Metropolitan Planning Area, and continue infill and redevelopment activities in existing urbanized portions of the area.
- Objective 5.13: Use proper land use planning and zoning to keep residential areas separate from mega farms and slurry pits in the communities of the Sheboygan Metropolitan Planning Area.
- Objective 5.20: Encourage decreased usage of compression brakes.
- Objective 7.1: Work to counter the ability of outside groups to obfuscate highway projects involving capacity expansions and safety upgrades through litigation.
- Objective 7.2: Work to keep transit operations cost-efficient and increase transit ridership.
- Objective 7.3: Continue to foster open communication between federal, state, county and local governments.
- Objective 7.4 (partial – added items to this previous objective are in italics): *Work to counter the increasing cost of maintaining current and new roads, and use public funding for transportation projects in the most cost-efficient manner, making sure that projects are delivered on time and on (or under) budget.*
- Objective 8.9: Complete challenging reconstruction projects that straddle municipal boundaries, involve multijurisdictional cooperation, and can occasionally involve the Sheboygan County Transportation Department, such as County Highway EE/Weeden Creek Road.
- Objective 11.4: Provide adequate transportation infrastructure (of all modes) in proximity to low income housing.
- Objective 11.5: Promote connections and multi-access developments in the Sheboygan Metropolitan Planning Area.
- Objective 12.1: Work on beautification efforts at the gateways to urbanized area communities.
- Objective 13.1: Plan for transportation changes in the future (such as driverless cars, electric vehicles, charging stations, shared vehicles, and the planning of future roads) over the life of the plan.
- Objective 13.2: Consider the impacts of nontraditional forms of private sector transportation services (such as Uber and Lyft) and delivery drones and their impacts on the transportation network of the Sheboygan Metropolitan Planning Area over the life of the plan.
- Objective 19.4: Consider implementation of lower speed limits in instances where a paved shoulder with known pedestrian and bicyclist usage is along a roadway.

Jeffrey Agee-Aguayo also noted that the following goals and objectives were added to Chapter 4 in an attempt to address two new federal metropolitan planning factors in the “Fixing America’s Surface Transportation” (FAST) Act:

- **Goal 9: Resiliency, Reliability and Stormwater Impacts:** Improve the resiliency and reliability of the transportation system and reduce or mitigate stormwater impacts of surface transportation.
 - Objective 9.1: Consult with agencies and officials responsible for natural disaster risk reduction when developing the long-range transportation plan, the transportation improvement program (TIP), and other products of the metropolitan transportation planning process.
 - Objective 9.2: Assess capital investment and other strategies that reduce the vulnerability of the existing transportation infrastructure to natural disasters in the long-range transportation plan.
 - Objective 9.3: Utilize data and recommendations in the *All Hazards Mitigation Plan* for Sheboygan County in the formulation of this portion of the long-range transportation plan.
- **Goal 10: Travel and Tourism:** Utilize the metropolitan transportation planning process to enhance travel and tourism in the Sheboygan Metropolitan Planning Area.
 - Objective 10.1: Consult with agencies and officials responsible for tourism promotion when developing the long-range transportation plan, the transportation improvement program (TIP), and other products of the metropolitan transportation planning process.
 - Objective 10.2: Consider the impacts on tourism when making transportation investment decisions.
 - Objective 10.3: Continue to provide and maintain economical non-motorized facilities that may transform the Sheboygan Metropolitan Planning Area into a non-motorized travel destination.
 - Objective 10.4: Integrate new and unique features (such as water trails) into the transportation framework in order to promote travel and tourism in the region.

As far as discussion from members of both committees was concerned, Charles Born suggested moving the fire protection and safety part of Objective 1.5 into Goal 2 as an objective, and dropping the remainder of the objective. Aaron Brault suggested discussing Spaceport Sheboygan in an objective under Goal 10. Finally, in regard to Objective 13.2, Charles Born commented that he believed there were currently laws that prohibit deliveries using drones.

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

Matt Halada stated that rehabilitation work on the South 8th Street bridge over the Sheboygan River in the City of Sheboygan should be wrapping up, and provided an update on last week’s work and this week’s work to members of both committees in attendance. Matt Halada added

that WisDOT hoped to have work on this project completed by April 30, 2018. (*Note: A report on this project is attached to these minutes*).

Matt Halada discussed several local bridges that will be worked on this summer in Sheboygan County.

Matt Halada and Aaron Brault discussed the status of the Alliant Energy Utility Corridor trail project.

Matt Halada discussed cable guard that will be installed along portions of Interstate Highway 43 in Sheboygan County in 2018.

Finally, Matt Halada discussed resurfacing work that will take place on State Highway 23 in western Sheboygan County in 2018 (Note: This is not the “majors” project that is currently tied up in litigation).

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

Jeffrey Agee-Aguayo stated that he participated in a teleconference regarding the STP Urban program on April 5, 2018. In this teleconference, WisDOT proposed replacing federal STP Urban funds with state funding, then having project selection occur with county highway departments rather than MPOs; committees would be formed to advise the project selection process. After a great deal of negative comment from MPOs, the proposal was rescinded. MPOs were not informed of discussions regarding this proposal until this teleconference.

Jeffrey Agee-Aguayo indicated that he participated in a quarterly meeting of the Wisconsin Department of Natural Resources (WDNR) Transportation Conformity Work Group (via teleconference) the afternoon of April 11, 2018.

Jeffrey Agee-Aguayo noted that he participated in meeting of the Sheboygan County Chamber of Commerce Nonattainment Task Force (via teleconference) the morning of April 13, 2018. Jeffrey Agee-Aguayo also announced that a congressional hearing to discuss nonattainment issues would be held on May 1, 2018, at 10:00 a.m., in the Wombat Room at UW Sheboygan. Brett Edgerle had questions regarding readings at a temporary air monitor in the Village of Kohler; Jeffrey Agee-Aguayo responded that he was not aware of the existence of this temporary monitor, but that he would reach out to the Wisconsin DNR Bureau of Air Management staff to learn more about this matter and report back on what was learned.

Jeffrey Agee-Aguayo commented that he participated in a quarterly meeting of the Northeastern Wisconsin Regional Access to Transportation Committee (NEWRATC) in Green Bay the morning of April 18, 2018.

Jeffrey Agee-Aguayo stated that he would be participating in a joint meeting of the Bay-Lake Regional Planning Commission’s Executive Committee and Finance and Personnel Committee the morning of April 27, 2018, at the Commission office. Agenda items at this meeting will include approval of the minor amendments to the *2018 – 2021 TIP* and of Amendment #1 to the *2018 Sheboygan Metropolitan Planning Area Transportation Planning Work Program* that were recommended for approval at today’s meeting.

Jeffrey Agee-Aguayo indicated that he planned to participate in a quarterly MPO Directors’ meeting in Madison on May 3, 2018.

Jeffrey Agee-Aguayo reported on progress in completing the Update to the *Year 2045 SATP*. Chapters 2 (Metropolitan Transportation Planning Process) and 3 (Profile of the Metropolitan Planning Area) are complete. Staff is currently working on Chapter 5 (Existing Condition of the Transportation Network); narrative on the bicycle network and on the pedestrian network is complete (but maps remain to be completed), and staff is currently working on the transit network narrative.

Jeffrey Agee-Aguayo also provided a status report on the Shoreline Metro Transit Development Program (TDP) Update. The TDP Review Committee still needs two citizen/customer members and possible adjustments due to turnover on the Sheboygan Transit Commission. Once the TDP Review Committee membership has been finalized, the first meeting of that committee will be called.

Jeffrey Agee-Aguayo noted that Commission staff supplied a pavement condition map to the Town of Wilson staff (Rick Meyer) in early March.

Jeffrey Agee-Aguayo commented that he assisted Shoreline Metro with a Community Development Block Grant (CDBG) application in March and with a CDBG quarterly report in April.

Jeffrey Agee-Aguayo stated that with the assistance of WisDOT staff, he provided the Sheboygan County Economic Development Corporation staff with truck volume and registration data in April; it is possible that some of this information will continue to be provided in May.

Finally, Jeffrey Agee-Aguayo indicated that he assisted WisDOT with Congestion Mitigation and Air Quality (CMAQ) emission reduction estimates for one candidate project in April.

10. The next meeting of the Sheboygan MPO Technical and Policy Advisory Committees was scheduled for **Thursday, May 24, 2018, at 1:00 p.m.**

11. **Moved** by Aaron Brault and seconded by Derek Muench 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 2:33 p.m.

Recording secretary,

Jeffrey C. Agee-Aguayo

Weekly LP Construction Update

Week of 04-23-2018

Sheboygan County

Project Name: City of Sheboygan 8th St

Schedule: Sept 25th 2017 to April 30th 2018

Cost: \$2.4 Million

Location: The Sheboygan River Bridge on 8th St and the roadway and sidewalks immediately north and south of the bridge

Description: The Sheboygan River Bridge on 8th St will have rehabilitation work done this fall and into the spring. This work includes: sidewalk and curb repairs, railing repairs, concrete repairs, a full repainting, and cylinder rehabilitation (including removal and reinstallation). The roadway to the north of the bridge will have several sections of roadway and curb replaced. The sidewalks to the north and south will be repaired or replaced and the brickwork along them will be replaced with colored, stamped concrete.

April 16 to April 21: The contractor closed the 8th St Bridge on April 17th and 18th and performed the final test lifts of the bridge to verify operating pressures and proper operation of components. They continued working on the crack injection, concrete repairs, and paint touchups.

April 22 to April 27: The contractor will finish the crack injection, concrete repairs, and paint touchups. They will also paint the lane lines on the roadway.

Traffic impacts: The 8th St Bridge will be closed April 16th and 17th. Once reopened, the outside lanes on 8th St will remain closed through completion.

