

MINUTES
BAY-LAKE REGIONAL PLANNING COMMISSION
SHEBOYGAN METROPOLITAN AREA
TECHNICAL AND POLICY ADVISORY COMMITTEES JOINT MEETING
September 6, 2018
Sheboygan County Administration Building (Room 119), Sheboygan

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

Policy Advisory Committee: Matt Halada for Will Dorsey (WisDOT Northeast Region, Green Bay)
Vernon Koch for Tom Wegner (Sheboygan County)
Mayor Mike Vandersteen (City of Sheboygan)

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)
Derek Muench (Shoreline Metro)
Ryan Sazama (City of Sheboygan Department of Public Works)

MEMBERS EXCUSED: Bill Blashka for Daniel Hein (Town of Sheboygan)
Brett Edgerle (Village of Kohler)
Mike Friedlander (Wisconsin Department of Natural Resources Bureau of Air Management, Madison)
David Smith (Bicycle and Pedestrian Transportation Advocate)
Steve Sokolowski (City of Sheboygan Department of Planning and Development)

OTHERS PRESENT: None

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

1. The meeting was called to order at 1:03 p.m. by Policy Advisory Committee Chairperson Steven Bauer.

Members of both committees and staff present 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 David Biebel and seconded by Matt Halada that both committees approve the agenda for the September 6, 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 David Biebel that both committees approve the minutes of the July 25, 2018, special 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 various tables to be included in the main body of the *Sheboygan Metropolitan Planning Area Transportation Improvement Program (TIP): Calendar Year 2019 – 2022*, and released the document for a 30 day public comment period.

A. Members of both committees reviewed various tables to be included in the main body of the *2019 – 2022 TIP*. Tables 1 through 8 were e-mailed to members of both committees in advance of the meeting, but Jeffrey Agee-Aguayo distributed packets of the tables to those who needed them.

Members of both committees reviewed Table 1 (Calendar Years 2019 – 2022: Transit Operating Funds). Vernon Koch had a question regarding state and federal support of transit which Derek Muench answered. David Biebel had a question regarding farebox revenues and Sheboygan Area School District (SASD) support of the transit operation which Derek Muench answered. Derek Muench noted that there was an increased number of students using transit since the start of this year now that the SASD pays Shoreline Metro so that its students can ride free of charge any time that Shoreline Metro operates with proper student identification.

Members of both committees reviewed Table 2 (Calendar Years 2019 – 2022: Transit Capital Items). Replacement of three 35-foot fixed-route buses in 2019 and a roof replacement for the transit administration and maintenance facility in 2020 are the only transit capital items to be officially programmed in the *2019 – 2022 TIP*. Items listed as “illustrative” projects in the TIP include: replacement of a bus wash, and replacement of five 35-foot fixed-route buses (three in 2020 and two in 2021). There are no transit capital projects (programmed or illustrative) listed for 2022 in Table 2. Derek Muench commented that the roof replacement project would now involve \$350,000 in federal funding and \$400,000 in local funding.

Members of both committees reviewed Table 3 (Calendar Year 2019: Elderly and Disabled Transportation Projects). Currently, the table includes the enhanced volunteer driver program and the purchase of specialized transportation services from Shoreline Metro. It is assumed that

the Sheboygan County Aging and Disability Resource Center (ADRC) will continue to apply for and receive Federal Transit Administration (FTA) Section 5310 funding to continue its enhanced volunteer driver program.

Members of both committees reviewed Table 4 (Calendar Years 2019 – 2022: 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 the project listed in 2019, since the Sheboygan County ADRC has applied for FTA Section 5310 funding for that project.

Members of both committees reviewed Table 5 (Calendar Years 2019 – 2022: Bicycle and Pedestrian Transportation Projects). Projects programmed in Table 5 include: Sheboygan County Non-Motorized Transportation Pilot Program (NMTTPP) level of effort for program oversight (including education and outreach, 2019); Sheboygan County NMTTPP marketing and branding (2019 and 2020); 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 South 18th Street (2019); and conversion of County Highway PP from the Sheboygan River Bridge to South 24th 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 2019 – 2022: 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 15th Street (2019); construction of a roundabout at the intersection of State Highway 28 and County Highway EE (2020); replacement of the Seven Mile Creek bridge on Luelloff Road in the Town of Mosel (2019); rehabilitation of the Sheboygan River bridge on Pennsylvania Avenue in the City of Sheboygan (2019); reconstruction with no increase in capacity on Superior Avenue from North Taylor Drive to North 29th Street (2019); and replacement of the Sheboygan River Tributary bridge on County Highway O in the Town of Sheboygan Falls (2019). Additional projects programmed in Table 6 include: three signal timing projects in the City of Sheboygan funded by the Congestion Mitigation and Air Quality (CMAQ) program, with design in 2019 and implementation in 2021 (Taylor Drive from Indiana Avenue to Superior Avenue (including a segment of Erie Avenue adjacent to Taylor Drive), State Highway 23/Kohler Memorial Drive/Erie Avenue from North Taylor Drive to North 9th Street, and State Highways 28 and 42/14th Street/Calumet Drive from Indiana Avenue to North Avenue); rehabilitation of the County Highway FF overpass over Interstate Highway 43 (2019); and installation of median cable guard on Interstate Highway 43 from County Highway V to County Highway EE/Weeden Creek Road (2021). Table 6 also includes eight categories of WisDOT “grouped” projects. Interestingly, there are no street and highway improvement projects programmed for 2022 at this time, although projects may be added for that year through the amendment process. David Biebel commented that the cost of the Pennsylvania Avenue bridge

project might have increased because it is now a bridge replacement project, and encouraged MPO staff to contact Sandy Carpenter at the WisDOT Northeast Region to obtain additional information regarding this change.

Members of both committees reviewed Table 7 (Programmed and Available Federal Funding for the *2019 – 2022 TIP*). Some of the changes suggested at this meeting will lead to changes to this table.

Finally, members of both committees reviewed Table 8 (Implementation Status of Projects Recommended for 2018). This included discussion of the status of: three street and highway improvement projects; four bicycle and pedestrian transportation projects; one transit operating project; one transit capital project; two elderly and disabled transportation operating projects; one elderly and disabled transportation capital project; and one Wisconsin Employment Transportation Assistance Program (WETAP) project.

B. Members of both committees released the draft *2019 – 2022 TIP* for a 30 day public comment period.

Moved by David Biebel and seconded by Derek Muench that both committees release the draft *Sheboygan Metropolitan Planning Area TIP: Calendar Years 2019 – 2022* (as amended at this meeting) for a 30 day public comment period. Motion carried, with all voting aye on a voice vote.

Jeffrey Agee-Aguayo briefly discussed the status of preparation of the *2019 – 2022 TIP*. The main body and the various appendices have been assembled, and will be edited based on suggested changes at this meeting. The draft TIP will be released for the 30 day public comment period early the week of September 24th. Jeffrey Agee-Aguayo noted that his transportation planning intern (Cal Salmon) and the Commission's GIS Specialist (Nicole Barbiaux) have both been extensively involved with preparation of the *2019 – 2022 TIP*.

6. Jeffrey Agee-Aguayo distributed a listing of proposed work elements in the draft *2019 Sheboygan Metropolitan Planning Area Transportation Planning Work Program* to members of both committees in attendance. Jeffrey Agee-Aguayo also reviewed this information with everyone in attendance, noting minor editorial changes made since it was e-mailed to members of both committees.

Jeffrey Agee-Aguayo also discussed the status of preparation of the draft *2019 Sheboygan Metropolitan Planning Area Transportation Planning Work Program*. Jeffrey Agee-Aguayo stated that he had prepared many portions of the main body of the draft 2019 MPO Work Program, including: an introduction and prospectus; a summary of 2018 work program activities (through August 31, 2018); the 2019 work program summary; information on key meetings in 2019; and the detailed work program by work element. Jeffrey Agee-Aguayo noted that he was currently working on the various appendices that are part of the document.

Jeffrey Agee-Aguayo indicated that he would have the full draft *2019 Sheboygan Metropolitan Planning Area Transportation Planning Work Program* to WisDOT and FHWA for review by September 14, 2018.

Members of both committees in attendance had no comments on the proposed work elements in the draft *2019 Sheboygan Metropolitan Planning Area Transportation Planning Work Program*.

7. Members of both committees briefly reviewed draft Chapter 5 (Existing Condition of the Transportation Network) of the Update to the *Year 2045 Sheboygan Area Transportation Plan (SATP)*.

Jeffrey Agee-Aguayo distributed draft Chapter 5 text and maps to those who needed these materials. Jeffrey Agee-Aguayo commented that draft Chapter 5 was e-mailed to members of both committees in early August, and also noted that pertinent sections of draft Chapter 5 were e-mailed to experts on the committees for review before the entire chapter was distributed to both committees. Jeffrey Agee-Aguayo stated that changes made to Chapter 5 since the *Year 2045 SATP* was approved in 2015 were highlighted in yellow.

Due to the length of the document (110 pages of text plus 19 maps), Jeffrey Agee-Aguayo did not walk through the document with members of both committees. However, members of both committees were asked if they had questions or comments on the following sections:

- Bicycle Network (pp. 5-1 to 5-14);
- Pedestrian Network (pp. 5-14 to 5-26);
- Transit Network (pp. 5-26 to 5-68);
- Intercity Passenger Network (pp. 5-68 to 5-76);
- Freight Networks (pp. 5-76 to 5-93); and
- Roadway Networks (pp. 5-93 to 5-110).

In addition, Jeffrey Agee-Aguayo asked if members of either committee had questions or comments on Maps 5.1 through 5.19. Jeffrey Agee-Aguayo did note that Map 5.18 would likely be updated slightly to reflect current congestion status.

The only comment regarding draft Chapter 5 was from Derek Muench, who noted that some of the shelter locations may need to change in Map 5.9.

David Biebel suggested that draft Chapter 5 continue to be reviewed at the October meeting of the MPO advisory committees.

8. Jeffrey Agee-Aguayo gave an update on 2018 performance target setting for the Sheboygan Metropolitan Planning Area to members of both committees in attendance.

Jeffrey Agee-Aguayo stated that in late July, the MPO advisory committees reviewed a report on pavement and bridge conditions and on travel and freight time reliability in the metropolitan planning area (remaining copies of this report were distributed to members of both committees who still needed the report). The report contained the following findings:

- The percentage of pavements that was in “good” condition on the Interstate and on the non-Interstate National Highway System (NHS) was higher than statewide averages, while the percentage of pavements that was in “poor” condition on the Interstate and on the non-Interstate NHS was lower than statewide averages.
- **The percentage of NHS bridges by deck area in “good” condition was significantly lower than the statewide average (28.9 percent vs. 57.2 percent).** However, the percentage of NHS bridges by deck area in “poor” condition was zero, which was lower than the statewide average.
- The percentage of person-miles traveled that are reliable on the Interstate was higher than the statewide average. **However, the percentage of person-miles traveled that are reliable on the non-Interstate NHS was lower than the statewide average.**
- The travel time reliability index on the Interstate was lower than the statewide average.

Jeffrey Agee-Aguayo indicated that he also spent limited time examining possible CMAQ emission reduction targets, but added that this was difficult to do for at least two reasons. First, states and MPOs are to set these targets based on the CMAQ Public Access System, which currently contains few CMAQ projects in the metropolitan planning area. Second, while WisDOT staff that run the CMAQ program suggested that the MPO set a target that was around 10 percent of the statewide targets (since the Bay-Lake Region gets approximately 10 percent of statewide CMAQ funding in any given cycle), this was also unrealistic because funding for the metropolitan planning area is a subset of all CMAQ funding received in northeastern Wisconsin, and can vary from cycle to cycle.

Jeffrey Agee-Aguayo commented that in spite of a couple areas in which there are deficiencies relative to statewide averages, MPO staff would propose supporting statewide targets for each of the above measures at the next meeting in late October.

Finally, Jeffrey Agee-Aguayo stated that other upcoming targets that need to be addressed include transit asset management (addressed in the next agenda item), and revisiting of the highway safety targets for 2019 (which will be addressed in late 2018 or early 2019).

9. Members of both committees reviewed and recommended approval of the 2018 Transit Asset Management (TAM) Plan for Shoreline Metro to the Bay-Lake Regional Planning Commission.

Jeffrey Agee-Aguayo distributed the 2018 TAM Plan for Shoreline Metro to members of both committees in attendance. Jeffrey Agee-Aguayo then reviewed the 2018 TAM Plan for

Shoreline Metro, noting that this plan builds on the TAM targets that were first established in 2017. The following TAM Plan elements were reviewed:

- TAM Plan Policy (p. 1);
- Agency Overview (p. 1);
- Introduction (p. 1);
- TAM Plan Elements (pp. 1 – 2);
- Definitions (pp. 2 – 4);
- State of Good Repair (SGR) Standards Policy (including discussion of the Useful Life Benchmark (ULB) and methodology used to develop the plan, pp. 4 – 6);
- Asset Inventory Portfolio (including analysis of and targets for vehicles, significant equipment, and facilities, pp. 6 – 8);
- Asset Condition Assessment (p. 8);
- Decision Support Tools and Management Approach (pp. 8 – 9);
- Investment Prioritization (including plan review and National Transit Database (NTD) reporting, p. 9); and
- Conclusion (including contact information and adoption and revision history, pp. 9 – 10).

Jeffrey Agee-Aguayo briefly discussed the approval schedule for the 2018 TAM Plan for Shoreline Metro. The TAM Plan was scheduled for recommendation of approval by the Sheboygan MPO Technical and Policy Advisory Committees at this meeting (September 6, 2018), while the Bay-Lake Regional Planning Commission was scheduled to approve the TAM Plan for the MPO at its September 14, 2018, meeting. The Sheboygan Transit Commission is scheduled to approve the TAM Plan on behalf of Shoreline Metro at its October meeting (currently scheduled for October 16, 2018).

As far as questions and comments from members of both committees were concerned, Derek Muench had the following comments on the 2018 TAM Plan for Shoreline Metro:

- Agency Overview, p. 1: Five (5) fixed route buses are estimated to be delivered in 2019;
- Definitions, Performance Measure, p. 3: Use buses in the example instead of trains so that it is more meaningful in the context of this transit operation; and
- Asset Inventory Portfolio – Vehicles, p. 6: Separate revenue (heavy and medium duty buses) and non-revenue (light duty/support) vehicles in the chart. Also consider using years and mileage as criteria or benchmarks (with the mileage benchmark for heavy duty buses being 500,000 miles as an example), as this may bring the percentage of the fleet that is beyond the useful life benchmark down if a “whichever comes last” policy is set between years and mileage.

Moved by Derek Muench and seconded by Jim Glavan that both committees recommend approval of the 2018 TAM Plan for Shoreline Metro to the Bay-Lake Regional Planning

Commission (subject to the changes suggested by Derek Muench). Motion carried, with all voting aye on a voice vote.

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

Matt Halada stated that there was not yet a revised State-Municipal Agreement (SMA) on the Pennsylvania Avenue bridge replacement project, but noted that WisDOT Northeast Region staff should hear back from WisDOT Central Office staff on the status of the SMA soon.

Matt Halada noted that the State Highway 28 resurfacing project was wrapping up, and discussed remaining activities associated with that project.

Matt Halada indicated that the Interstate Highway 43 cable barrier project was completed the last week of August. Derek Muench, David Biebel and Ryan Sazama discussed the justification for this project.

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

Jeffrey Agee-Aguayo stated that the Bay-Lake Regional Planning Commission's Executive Committee met on July 27, 2018. Among the agenda items was approval of three major amendments and one minor amendment to the *2018 – 2021 TIP* that were recommended for approval by the MPO advisory committees in late June and late July.

Jeffrey Agee-Aguayo noted that he participated in a quarterly MPO Directors' meeting (via teleconference) the morning of August 1, 2018.

Jeffrey Agee-Aguayo indicated that he participated in a transportation performance management workshop sponsored by the Federal Highway Administration (FHWA) in Madison on August 15, 2018.

Jeffrey Agee-Aguayo commented that the first meeting of the review committee for the Shoreline Metro Transit Development Program (TDP) update was held the afternoon of August 16, 2018.

Jeffrey Agee-Aguayo stated that he and other Commission staff participated in a meeting of the WisDOT Northeast Region travel demand forecast model users' group in Green Bay on August 30, 2018.

Jeffrey Agee-Aguayo noted that he and one other member of the Commission staff planned to attend the annual MPO/RPC/WisDOT transportation planning conference in Madison on September 11 and 12, 2018. Another MPO Directors' meeting will be held following the conference the afternoon of September 12, 2018.

Jeffrey Agee-Aguayo indicated that the second meeting of the Shoreline Metro TDP Review Committee would be held on September 13, 2018, at 3:00 p.m.

Jeffrey Agee-Aguayo commented that a meeting of the full Bay-Lake Regional Planning Commission would take place on September 14, 2018. Among the agenda items will be approval of the 2018 TAM Plan for Shoreline Metro (as amended at this meeting).

Jeffrey Agee-Aguayo stated that a quarterly meeting of the Wisconsin Department of Natural Resources (DNR) Bureau of Air Management's Transportation Conformity Work Group would be held on October 11, 2018, at 1:00 p.m., adding that he would likely be participating in this meeting via teleconference.

Jeffrey Agee-Aguayo noted that a quarterly meeting of the Northeast Wisconsin Regional Access to Transportation Committee (NEWRATC) would be held on October 23, 2018, at 9:30 a.m., in Green Bay.

Finally, Jeffrey Agee-Aguayo indicated that he recently supplied Sheboygan County Economic Development Corporation (EDC) staff with work commute data into and out of Sheboygan County.

11. The next meeting of the Sheboygan MPO Technical and Policy Advisory Committees was scheduled for **Thursday, October 25, 2018, at 1:00 p.m.**

12. **Moved** by Jim Glavan and seconded by David Biebel 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 2:17 p.m.

Recording secretary,

Jeffrey C. Agee-Aguayo

SHEBOYGAN COUNTY

WIS 28 Resurfacing

Location/limits: WIS 28 from WIS 57 in the town of Lyndon to Prange Road in the town of Wilson.

Schedule: July 30, 2018 to mid-late September 2018

Length of project: 8.60 miles

Cost: \$2.25 million

Description of work: Work includes milling and resurfacing existing asphaltic pavement, adding centerline rumble strips, guard rail adjustment and replacement, gabion wall construction, sidewalk and curb ramp replacement, pavement marking and signing, and modifying street lighting.

August 27 to August 31: The contractor installed pavement marking and will install permanent signing later in the week.

September 4 to September 7: The contractor will complete remaining pavement marking. Slope stabilization at Onion River Tributary structure to come in future weeks. Luminaire arm installation will occur at WIS 28/32 after delivery.

Traffic impacts: Temporary lane closures using flagging will continue along WIS 28 as crews finish remaining work.

MANITOWOC AND SHEBOYGAN COUNTIES

I-43 Cable Barrier

Location/Limits: I-43 from Wilson Lima Road to Fischer Creek Road

Schedule: June 4, 2018 to August 29, 2018

Length of project in miles: 6.27 miles

Cost: \$1.640 million

Description of work: The I-43 improvement project will install median cable barrier in the project limits and place a high-friction polymer overlay on the I-43/County EE (Weeden Creek Road) overpass. Various bridge surface repairs and concrete masonry deck repairs will also take place.

August 27 to August 31: Traffic control devices taken down. Project complete.