

# **APPENDIX F: PUBLIC PARTICIPATION PROCESS FOR THE UPDATE TO THE YEAR 2045 SHEBOYGAN AREA TRANSPORTATION PLAN (SATP)**

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## **INTRODUCTION**

The public participation process in developing the Update to the *Year 2045 Sheboygan Area Transportation Plan (SATP)* included: responding to corridor test ideas with the travel demand forecast model; a public comment period; a public hearing; and having all meetings of the Sheboygan MPO Technical and Policy Advisory Committees and of the Bay-Lake Regional Planning Commission pertinent to development of the Update to the *Year 2045 SATP* open to the public. Additional public participation occurred with one more focused, parallel planning effort in the Sheboygan metropolitan planning area which has influenced the Update to the *Year 2045 SATP*, the Update to the *Shoreline Metro Transit Development Program (TDP)*. Input from the Sheboygan County Planning and Conservation Department and its *Sheboygan County Pedestrian and Bicycle Comprehensive Plan: 2015 Update* was instrumental in the preparation of the bicycle and pedestrian transportation recommendations found in Chapter 7 of the Update to the *Year 2045 SATP*. Finally, a multiagency environmental consultation meeting was held in April of 2019, which contributed to the development of Chapter 8 of the Update to the *Year 2045 SATP*.

The following narrative provides highlights of the public participation process for the Update to the *Year 2045 SATP*. Documentation concerning this process is available from the Bay-Lake Regional Planning Commission office; this involves notices to news media, paid advertisements announcing public comment opportunities, lists of participants at the public hearing and at all meetings where the plan was being developed, any correspondence from the public specific to individual plan components, and the public participation plan for the MPO.

## **PUBLIC MEETINGS**

All meetings of the Sheboygan MPO Technical and Policy Advisory Committees and of the Bay-Lake Regional Planning Commission are open to the public. Notice of these meetings is provided on a timely basis to area news media.

- The May 26, 2016, joint meeting of the Sheboygan MPO Technical and Policy Advisory Committees involved initiation of the process to review and update the *MPO Public Participation Plan*.
- The June 23, 2016, joint meeting of the Sheboygan MPO Technical and Policy Advisory Committees involved a progress report on updating the *MPO Public Participation Plan*.
- The September 8, 2016, joint meeting of the Sheboygan MPO Technical and Policy Advisory Committees involved review of the draft *2016 Public Participation Plan Update: Sheboygan MPO* and its release for a 30 day public comment period.

- The October 27, 2016, joint meeting of the Sheboygan MPO Technical and Policy Advisory Committees involved a status report on the *2016 Public Participation Plan Update: Sheboygan MPO*.
- The December 8, 2016, joint meeting of the Sheboygan MPO Technical and Policy Advisory Committees involved review and recommendation of approval of the *2016 Public Participation Plan Update: Sheboygan MPO* to the Bay-Lake Regional Planning Commission.
- The December 9, 2016, meeting of the Bay-Lake Regional Planning Commission involved approval of the *2016 Public Participation Plan Update: Sheboygan MPO*.
- The January 25, 2018, joint meeting of the Sheboygan MPO Technical and Policy Advisory Committees involved discussion of the process of updating the *Year 2045 Sheboygan Area Transportation Plan (SATP)*.
- The February 22, 2018, joint meeting of the Sheboygan MPO Technical and Policy Advisory Committees involved a nominal group exercise to establish goals and objectives for the *Year 2045 SATP*.
- The April 26, 2018, joint meeting of the Sheboygan MPO Technical and Policy Advisory Committees involved review of draft Chapter 4 (Mission Statement, Goals and Objectives) of the Update to the *Year 2045 SATP*.
- The May 24, 2018, joint meeting of the Sheboygan MPO Technical and Policy Advisory Committees involved a report on preparation of the Update to the *Year 2045 SATP*. This included a slight revision to the plan outline, distribution and review of the revised draft of Chapter 4, distribution and brief review of draft Chapters 2 (Metropolitan Transportation Planning Process) and 3 (Profile of the Metropolitan Planning Area), and an update on draft Chapter 5 (Existing Condition of the Transportation Network).
- The June 28, 2018, joint meeting of the Sheboygan MPO Technical and Policy Advisory Committees involved a report on preparation of the Update to the *Year 2045 SATP*. This included continued review of draft Chapters 2, 3 and 4 (with emphasis on items that changed since the original *Year 2045 SATP* was approved in 2015), as well as an update on draft Chapter 5.
- The July 25, 2018, special joint meeting of the Sheboygan MPO Technical and Policy Advisory Committees involved a report on preparation of the Update to the *Year 2045 SATP*. This included an update on draft Chapter 5, and discussion that work on draft Chapter 6 (Transportation and Land Use) would be starting soon. Members of both committees reviewed capacity modifying projects that were tested with the travel demand forecast model the last time the plan was updated, and members of both committees were asked to give thought to which capacity modifying projects should be tested with the model in this plan update.

- The September 6, 2018, joint meeting of the Sheboygan MPO Technical and Policy Advisory Committees involved review of draft Chapter 5 of the Update to the *Year 2045 SATP*.
- The October 25, 2018, joint meeting of the Sheboygan MPO Technical and Policy Advisory Committees involved continued review of draft Chapter 5, and an update on chapters that remain to be completed in the plan (including draft Chapters 6, 7 (Recommended Transportation Plan), 8 (Mitigation of Environmental Impacts of Major Transportation Projects), and 9 (Financial Plan)). Members of both committees also discussed socioeconomic changes in the area since the last plan was approved, and also discussed capacity modifying projects that should be tested with the travel forecast model.
- The December 13, 2018, joint meeting of the Sheboygan MPO Technical and Policy Advisory Committees involved discussion of recommended transportation projects to be included in the Update to the *Year 2045 SATP*, as well as distribution and review of a report on transportation system performance indicators for the Sheboygan metropolitan planning area for 2018.
- The January 24, 2019, joint meeting of the Sheboygan MPO Technical and Policy Advisory Committees involved an update on draft Chapter 6 (with a focus on projects being tested with the travel demand forecast model), as well as review of draft Chapter 7.
- The February 28, 2019, joint meeting of the Sheboygan MPO Technical and Policy Advisory Committees involved review of additions to draft Chapters 6 and 7, review of draft Chapter 8, an update on draft Chapter 9, and updates on the various plan appendices.
- The March 21, 2019, joint meeting of the Sheboygan MPO Technical and Policy Advisory Committees involved review of draft Chapter 1 (Introduction), review of draft Chapter 9, final comments from committee members on other draft chapters that were presented at previous meetings, review of significant appendices in the plan, and release of the draft plan for a 30 day public review period (including a public hearing).
- The April 25, 2019, joint meeting of the Sheboygan MPO Technical and Policy Advisory Committees involved review and recommendation of approval of the Update to the *Year 2045 SATP* to the Bay-Lake Regional Planning Commission. Comments received on the plan from the public and from government agency staff were also reviewed at this meeting.
- The April 26, 2019, meeting of the Bay-Lake Regional Planning Commission Executive Committee involved approval of the Update to the *Year 2045 SATP*.

## **RESPONDING TO CORRIDOR TEST IDEAS WITH THE TRAVEL DEMAND FORECAST MODEL**

Bay-Lake Regional Planning Commission staff responded to several suggestions for street and highway extension possibilities from the public in the use of the travel demand forecast model. These suggestions included:

- (1) South Taylor Drive from Racetrack Road to Southpointe Drive (including addition of Horizon Drive and Southpointe Drive to meet County Highway OK/South Business Drive): New 2 Lane Facility;
- (2) South 18<sup>th</sup> Street from County Highway EE/Weeden Creek Road to County Highway V: New 2 Lane Facility;
- (3) State Highway 23 from the western boundary of the Sheboygan metropolitan planning area to State Highway 32: Various Projects (from WisDOT's Corridor Preservation and Freeway Designation Study, including an interchange at State Highway 23 and County Highway TT);
- (4) County Highway TT from County Highway PP to State Highway 28: New 2 Lane Facility;
- (5) Interstate Highway 43 at County Highway FF: New Full Interchange;
- (6) Interstate Highway 43 at County Highway PP/Lower Falls Road/Indiana Avenue: New Half Interchange (to serve traffic coming to and from the south); and
- (7) State Highway 42 from County Highway Y to County Highway A/Howards Grove: Reconstruction with an Increase from 2 to 4 Lanes.

Projects 1 through 7 were added to the plan as capacity modifying projects. Project 6 was added as a half interchange. In addition, work associated with Project 3 has only been recommended within the Sheboygan metropolitan planning area, but this project extends westward to State Highway 57 in the Plymouth area.

The recommended interchanges along Interstate Highway 43 (Projects 5 and 6) will need to involve further study. Certain conditions will need to be considered in such studies, including (1) fulfillment of the requirements of an Interstate Access Justification Report (IAJR); and (2) determination that the proposed interchanges would not worsen traffic conditions on Interstate Highway 43. In the case of Project 6, there would also need to be a determination that the proposed improvement will not adversely impact the natural environment at its proposed location (the Sheboygan River valley is located in the area proposed for this interchange).

Other projects were more generally suggested, but were not specific enough to be accounted for in the travel demand forecast modeling process.

Chapter 6 provides additional details on testing suggested projects with the travel demand forecast model.

## **PUBLIC COMMENT PERIOD**

A public comment period concerning the Update to the *Year 2045 SATP* occurred from March 27, 2019, through April 25, 2019. The draft Update to the *Year 2045 SATP* was made available at five public review locations during the public comment period. A legal notice concerning the public comment period was published in the March 27, 2019, edition of the *Sheboygan Press*. Other area news media were also notified of this public comment period, including three newspapers (the *Sheboygan Press*, the *Sheboygan Falls News*, and the *Plymouth Review*), and one multiple frequency radio station (WXER/WCLB). In addition, the draft plan was posted on the Bay-Lake Regional Planning Commission website. Some 184 individuals and entities on the Sheboygan MPO Public Participation Plan mailing list were notified on the public comment period. The public was also notified of the comment period via Facebook and Twitter. The public comment period notice also included notice of the April 16, 2019, public hearing.

No written comments from the public were received during this period. However, comments were received from the Wisconsin Department of Natural Resources Bureau of Air Management on Appendix C (the Air Quality Conformity Analysis), and from the Wisconsin Department of Transportation Bureau of Technical Services on Chapter 8 (the Environmental Consultation chapter) and on Appendix E (the Environmental Justice Analysis). These comments have been used to edit the final plan.

## **PUBLIC HEARING**

A public hearing concerning the draft Update to the *Year 2045 SATP* was held on April 16, 2019, from 4:00 p.m. to 5:00 p.m., at the Mead Public Library (Rocca Meeting Room), 710 North 8<sup>th</sup> Street, Sheboygan. There was paid legal notice of the public hearing in the *Sheboygan Press*, notification to 184 individuals and entities on the Sheboygan MPO Public Participation Plan mailing list (including all local news media and members of the MPO advisory committees), posting of the draft plan on the Bay-Lake Regional Planning Commission website, and notification via Facebook and Twitter. Two individuals attended the public hearing: Vernon Koch (Sheboygan County Board Vice Chairperson and County Board Representative to the MPO Policy Advisory Committee), and Edward Procek (Sheboygan County Board District 7 Supervisor and Bay-Lake Regional Planning Commissioner). Jeffrey Agee-Aguayo represented the Bay-Lake Regional Planning Commission at the public hearing.

A Power Point presentation was given on the contents of the draft plan, and story maps of some of the plan chapters (including the recommended transportation plan) were presented, along with “fly throughs” of some of the capacity modifying street and highway projects being recommended in the plan. Critical maps in the draft plan were displayed at the public hearing; these maps discussed: deficient roadway segments in 2045 with the recommended “continuation of existing trends” land use scenario and implementation of the existing plus committed network; recommended capacity modifying street and highway improvement projects; recommended bicycle transportation projects; and recommended pedestrian transportation projects. Handouts available at the public hearing included copies of the Power Point presentation and a screenshot of the webpage regarding the draft Update to the *Year 2045 SATP*.

As far as comments from attendees were concerned, Edward Procek thought that a roundabout would be better than signalization at the intersection of South Taylor Drive and Union Avenue (as recommended in Table 7.9 of the draft plan), as there were too many trip generators in the area. Vernon Koch and Edward Procek also discussed the proposed half interchange at Interstate Highway 43 and County Highway PP. Finally, Edward Procek discussed the need to expand transit services to all of Sheboygan County.

## **PUBLIC PARTICIPATION PLAN FOR MPO TRANSPORTATION PLANNING**

The public participation plan for transportation planning activities under the Sheboygan MPO transportation planning program is on file at the Bay-Lake Regional Planning Commission office, and can also be viewed on the Commission's website at:

[https://baylakerpc.org/sheboygan-mpo/about/sheboygan-mpo-public-participation-plan\(.\)](https://baylakerpc.org/sheboygan-mpo/about/sheboygan-mpo-public-participation-plan(.)) This plan was approved by the Commission in December 2016.

## **OTHER PUBLIC INVOLVEMENT PROCESSES WHICH INFLUENCED THE PLAN** **Shoreline Metro Transit Development Program (TDP) Update**

The Bay-Lake Regional Planning Commission is in the process of preparing a Transit Development Program (TDP) Update for Shoreline Metro, which started in 2018 and should be completed by the end of 2019. The TDP Update will likely cover the five-year period from 2020 through 2024, although there may be some late 2019 recommendations in the document if it is completed earlier in 2019. The TDP Update is expected to evaluate several alternate configurations for the future of the transit operation. The primary purpose of the TDP process is to determine short-term future needs for public transportation services, and the best transit system configuration that should be provided to meet those needs. Throughout the TDP planning process, the Bay-Lake Regional Planning Commission will work closely with Shoreline Metro staff and with the TDP Review Committee.

The Shoreline Metro TDP Update is being guided by a 25 member review committee, with all of the key stakeholder groups interested in the issues raised in the study represented on the committee. The review committee met on three occasions in 2018, and will also meet on several occasions in 2019. All meetings of the review committee were open to the public. In addition, occasional updates concerning the TDP Update are being provided to the Sheboygan Transit Commission, and all members of the Sheboygan Transit Commission have been asked to participate on the TDP Review Committee.

## **Sheboygan County Non-Motorized Transportation Pilot Program (NMTTP)**

Sheboygan County was one of four jurisdictions in the United States designated for a "non-motorized transportation pilot program" (NMTTP) in SAFETEA-LU in 2005. This designation authorized up to \$25 million (less with obligation limits, administrative expenses, etc.) to implement non-motorized facilities (bicycle, pedestrian, etc.) and programs in the designated jurisdictions in federal fiscal years 2006 through 2009. Extensions in SAFETEA-LU led to some additional funding for the Sheboygan County NMTTP until MAP-21 was signed into law in mid-2012. A few projects that were funded remain to be implemented.

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Sheboygan County established a planning process to implement this program countywide. Criteria were established to evaluate project proposals. MPO staff served on the Citizens' Advisory and Technical Committee (CATC) for the program, and also served on the Technical Subcommittee for the program. In addition, MPO staff provided information from MPO and regional bicycle transportation plans for consideration in the planning process for this pilot program.

The bicycle and pedestrian transportation recommendations in Chapter 7 of this Update to the *Year 2045 SATP* (Recommended Transportation Plan) were prepared to be consistent with the planning efforts of Sheboygan County's Non-Motorized Transportation Pilot Program, and in particular with the latest version of the *Sheboygan County Pedestrian and Bicycle Comprehensive Plan*. The original *Sheboygan County Pedestrian and Bicycle Comprehensive Plan* had a horizon year of 2035, was recommended for approval by the NMTTP CATC, and was approved by the Sheboygan County Board in September 2007. The updated *Sheboygan County Pedestrian and Bicycle Comprehensive Plan* has a horizon year of 2045, was prepared in 2014 and 2015, and was approved by the Sheboygan County Board in April 2015; recommendations from that plan had to be fiscally constrained before being included as recommendations in the Update to the *Year 2045 SATP*, with a small number of recommendations from the *Sheboygan County Pedestrian and Bicycle Comprehensive Plan: 2015 Update* being listed as "illustrative projects."

### **Environmental Consultation**

Commission staff met with representatives from several federal and state agencies on April 11, 2019, to discuss environmental consultation and the Update to the *Year 2045 SATP*. The meeting was held at the Wisconsin Department of Transportation (WisDOT) Northeast Region office (Lake Winnebago Room), 944 Vanderperren Way, Green Bay. In addition to staff from the Bay-Lake Regional Planning Commission, representatives from the following agencies were in attendance at the meeting:

- Wisconsin Department of Natural Resources Bureau of Air Management (via teleconference);
- Wisconsin Department of Transportation, Bureau of Technical Services (via teleconference); and
- WisDOT Northeast Region, Green Bay (in person).

Chapter 8 of this Update to the *Year 2045 SATP* (Mitigation of Environmental Impacts of Major Transportation Projects) was prepared based in part on input received at the environmental consultation meeting. More detailed documentation of the environmental consultation meeting can be found in Chapter 8 of the plan. In addition, minutes of the April 11, 2019, multiagency environmental consultation meeting can be found in Appendix G of the plan.

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