

CHAPTER 1: INTRODUCTION

STUDY PURPOSE AND NEED

Metropolitan Planning Organizations (MPOs), as the official agencies required to complete short- and long-range transportation plans for urbanized areas with populations of 50,000 or more, were federally mandated by the 1962 Federal Aid Highway Act. Each MPO is required to develop a transportation plan with a minimum 20-year planning horizon that includes “both long-range and short-range strategies and actions that lead to the development of an integrated intermodal transportation system that facilitates the efficient movement of people and goods.”

As transportation and community needs have changed, executive orders and federal acts have been drafted and approved to address those needs. Title VI of the Civil Rights Act of 1964, the Clean Air Act Amendments (CAAA) of 1990, the Americans with Disabilities Act (ADA) of 1990, and various pieces of federal surface transportation legislation culminating most recently with the “Fixing America’s Surface Transportation” (FAST) Act in 2015, have all had a profound influence on how transportation planning is conducted.

In order to comply with new, current and changing federal regulations, as well as to address the needs of the ever evolving urbanized and metropolitan planning areas, the Sheboygan MPO must update its transportation plan at least every four years as part of a continuing, cooperative and comprehensive transportation planning process. Because Sheboygan County contains nonattainment areas for ground-level ozone (the full county under the 2008 eight-hour standard, and the eastern portion of the county under the 2015 eight-hour standard), the transportation plan must be approved every four years, while metropolitan transportation plans in attainment areas (areas that meet USEPA air quality standards for particulate matter, carbon monoxide, ozone and other criteria pollutants) must be approved every five years.

The purpose of this report is to prepare an updated transportation plan for the Sheboygan metropolitan planning area to guide local units of government in making appropriate transportation decisions through 2045. This document is the Update to the *Year 2045 Sheboygan Area Transportation Plan (SATP)*.

PLAN OVERVIEW

This Update to the *Year 2045 SATP* is organized into the following nine chapters:

Chapter 1: Introduction discusses the purpose and need for the transportation plan and the overall organization of the Update to the *Year 2045 SATP*.

Chapter 2: Metropolitan Transportation Planning Process discusses the metropolitan transportation planning process; various federal regulations which impact the planning process; the structure of the Sheboygan MPO; the MPO annual certification process; the geographic extent of the urbanized area and of the metropolitan planning area; the basic functions of the

MPO; coordination and consistency of the plan with various state-level plans and programs; and the years of analysis of the plan.

Chapter 3: Profile of the Metropolitan Planning Area provides an overview and analysis of common socioeconomic characteristics, including population, households, housing stock and employment, as well as travel characteristics of persons in the metropolitan planning area. These data serve as background information in understanding current and projected trends for the metropolitan planning area and its communities, as discussed in Chapter 6 (Transportation and Land Use).

Chapter 4: Mission Statement, Goals and Objectives discusses a shared mission statement for the metropolitan planning area and the goals and objectives identified to help fulfill that mission statement.

The plan’s mission is “to plan for a means of providing safe, efficient, effective, economical, convenient, aesthetic and multimodal transportation facilities for people, goods and services within the Sheboygan Metropolitan Planning Area, for all trip purposes.”

The main goals in the plan mirror federal metropolitan transportation planning factors, and address the following:

- Economic Vitality;
- Safety;
- Security;
- Accessibility and Mobility;
- Environmental Protection, Energy Conservation and Quality of Life;
- Integrated and Connected Network;
- System Efficiency;
- System Preservation;
- Resiliency, Reliability and Stormwater Impacts; and
- Travel and Tourism.

Locally preferred goals in the plan revolve around the following themes:

- Public Involvement and Environmental Justice;
- Corridor-Level Planning and Design; and
- Consideration of Future Trends in Transportation.

Ten additional goals in the plan primarily come from the *Wisconsin Strategic Highway Safety Plan: 2017 – 2020*, while five pedestrian transportation goals and three bicycle transportation goals primarily come from the *Sheboygan County Pedestrian & Bicycle Comprehensive Plan: 2015 Update*.

Two or more objectives support each identified goal.

Chapter 5: Existing Condition of the Transportation Network provides an inventory of existing transportation networks, including the bicycle, pedestrian, transit, intercity passenger, Update to the *Year 2045 Sheboygan Area Transportation Plan*

freight and roadway networks. Current conditions, which focus on regulatory, user, safety and access issues, are addressed for each network to the extent possible.

Chapter 6: Transportation and Land Use discusses: the land use inventory and the 2045 population, household, employment and school enrollment projections completed for the plan update; the process used to allocate projected growth to small geographic areas known as traffic analysis zones in the Sheboygan metropolitan planning area and elsewhere in Sheboygan County under three development scenarios; and the selection of a “preferred” development scenario (known as Continuation of Existing Trends) to be carried forward in the plan. Chapter 6 also discusses the results of travel demand forecast modeling activities, including projected congestion deficiencies in 2045 on the street and highway network under the selected growth scenario, street and highway capacity modifying projects suggested for testing by the travel demand forecast model, and final decisions on capacity modifying projects to be included in the plan.

Chapter 7: Recommended Transportation Plan includes a variety of transportation recommendations, including the following:

- Recommended Street and Highway Improvement Projects (including capacity modifying projects, system preservation projects, and right-of-way and corridor preservation projects);
- Recommended Transit Funding, Projects and Strategies;
- Recommended Bicycle and Pedestrian Projects, Policies and Strategies (including recommended and illustrative bicycle transportation projects, a recommended pedestrian transportation policy, recommended and illustrative pedestrian transportation projects, remaining Non-Motorized Transportation Pilot Program projects in the metropolitan planning area, other bicycle and pedestrian transportation programs of a non-construction nature, and bicycle and pedestrian transportation strategies);
- Recommended Freight Policies and Strategies;
- Recommended Intercity Passenger Policies and Strategies;
- Recommended Safety Projects, Policies and Strategies;
- Recommended Security Policies and Strategies;
- Recommended Transportation System Resiliency and Reliability Policies and Strategies;
- Recommended Policies and Strategies Regarding Reduction or Mitigation of Stormwater Impacts of Surface Transportation;
- Recommended Policies and Strategies Regarding Enhancement of Travel and Tourism;
- Recommended Policies and Strategies Regarding Connected and Automated Vehicles;
- Recommended Transportation System Efficiency Projects, Policies and Strategies;
- Recommended Future Studies; and
- A Comparison of Travel Demand Projections under 2010 and 2045 Baseline Conditions and under 2045 Conditions with the Recommended Transportation Plan.

Chapter 8: Mitigation of Environmental Impacts of Major Transportation Projects

involves: a summary of the “major” (capacity modifying) transportation projects included in the plan; an inventory of mapping completed with an overlay of the major transportation projects (including land use, watersheds, environmental corridors, prime agricultural soils, woodlands, historical sites, and parks and recreation); other inventories and plans consulted but not mapped (including: state-level inventories and plans related to natural resources and outdoor recreation; a state archaeological inventory; Sheboygan County plans related to natural areas and critical resources, farmland preservation, and outdoor recreation and open space; and local comprehensive plans); a summary of the environmental consultation meeting conducted; an analysis of impacts of the major transportation projects on the natural and human environments (both for individual projects and for overall impacts); environmental mitigation policies and strategies; and references to the air quality conformity and environmental justice analyses conducted on the plan.

Chapter 9: Financial Plan discusses the funds and funding programs that should reasonably be available through local, state and federal sources for the programming of projects through 2045.

In addition, the following eight appendices are part of the Update to the *Year 2045 SATP*:

- **Appendix A: Glossary of Terms;**
- **Appendix B: Documentation of Meeting MAP-21 and FAST Act Planning Requirements Since Adoption of the Original *Year 2045 SATP*;**
- **Appendix C: Assessment of Conformity of the Update to the *Year 2045 SATP* and the 2019 – 2022 *Sheboygan Metropolitan Planning Area Transportation Improvement Program (TIP)* with Respect to the State of Wisconsin Air Quality Implementation Plan;**
- **Appendix D: Financial Plan Supporting Documentation;**
- **Appendix E: Statement of Impacts of Projects in the Update to the *Year 2045 SATP* on Environmental Justice;**
- **Appendix F: Public Participation Process for the Update to the *Year 2045 SATP*;**
- **Appendix G: Minutes of the Multiagency Environmental Consultation Meeting; and**
- **Appendix H: Sheboygan MPO Technical and Policy Advisory Committee Membership.**