

MINUTES
BAY-LAKE REGIONAL PLANNING COMMISSION
SHEBOYGAN METROPOLITAN AREA
TECHNICAL AND POLICY ADVISORY COMMITTEES JOINT MEETING
October 25, 2018
Sheboygan County Administration Building (Room 119), Sheboygan

MEMBERS PRESENT: Charles Born, Policy Advisory Committee Vice Chairperson,
Presiding

Policy Advisory Committee: Bill Blashka for Daniel Hein (Town of Sheboygan)
Matt Halada for Will Dorsey (WisDOT Northeast Region, Green
Bay)
Vernon Koch for Tom Wegner (Sheboygan County)

Technical Advisory Committee: Jim Glavan (Sheboygan County Representative, Eastern
Wisconsin Counties Railroad Consortium)
Diane Paoni (WisDOT Bureau of Planning and Economic
Development, by phone)
Emily Stewart for Greg Schnell (Sheboygan County
Transportation Department)

MEMBERS EXCUSED: Steven Bauer (Town of Sheboygan Falls and Policy Advisory
Committee Chairperson)
Jerry Benzschawel (City of Sheboygan Falls Department of
Public Works)
Aaron Brault (Sheboygan County Planning and Conservation
Department)
Sandra Carpenter (WisDOT Northeast Region, Green Bay)
Brett Edgerle (Village of Kohler)
Ryan Sazama (City of Sheboygan Department of Public Works)
David Smith (Bicycle and Pedestrian Transportation Advocate)
Steve Sokolowski (City of Sheboygan Department of Planning
and Development)

OTHERS PRESENT: Chris Chritton (WisDOT Bureau of Planning and Economic
Development, Traffic Forecasting, by phone)

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

1. The meeting was called to order at 1:03 p.m. by Policy Advisory Committee Vice
Chairperson Charles Born.

Members of both committees and staff 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 Bill Blashka and seconded by Jim Glavan that both committees approve the agenda for the October 25, 2018, joint Technical Advisory Committee/Policy Advisory Committee meeting. Motion carried, with all voting aye on a voice vote.

3. **Moved** by Jim Glavan and seconded by Vernon Koch that both committees approve the minutes of the September 6, 2018, joint Technical Advisory Committee/Policy Advisory Committee meeting. Motion carried, with all voting aye on a voice vote.

4. Policy Advisory Committee Vice Chairperson Charles Born asked if there was any public input; none was received.

5. Members of both committees reviewed and recommended approval of the *Sheboygan Metropolitan Planning Area Transportation Improvement Program (TIP): Calendar Years 2019 – 2022* to the Bay-Lake Regional Planning Commission.

Jeffrey Agee-Aguayo distributed Power Point slides of a presentation on the *2019 – 2022 TIP* to everyone in attendance, and noted that the draft *2019 – 2022 TIP* was e-mailed to members of both committees on September 26, 2018, the start of the 30 day public comment period on the document.

Jeffrey Agee-Aguayo and Brandon Robinson then gave the Power Point presentation regarding the *2019 – 2022 TIP*.

Jeffrey Agee-Aguayo noted cost or cost share changes to two street and highway projects since the draft *2019 – 2022 TIP* was released for review:

- The Pennsylvania Avenue bridge replacement project now has a state share of \$1,701,000, reducing the local share for that project accordingly; and
- The County Highway FF bridge rehabilitation project over Interstate Highway 43 increased in cost by about \$200,000.

Following the Power Point presentation, Jeffrey Agee-Aguayo reviewed the following maps with members of both committees in attendance:

- Map 1: Street and Highway Improvement Projects: 2019 – 2022;

- Map 2: Street and Highway Improvement Projects Completed or in Progress in 2018;
- Map E.1: 2019 – 2022 Street and Highway Improvement Project Locations and Environmental Justice Target Areas;
- Map E.2: 2019 – 2022 Bicycle and Pedestrian Transportation Project Locations and Environmental Justice Target Areas; and
- Map E.3: Shoreline Metro Fixed Routes and Environmental Justice Target Areas.

Jeffrey Agee-Aguayo discussed the public hearing on the *2019 – 2022 TIP* held on October 24, 2018. There were two attendees at the public hearing (Vernon Koch and Edward Procek). Comments raised by hearing attendees included:

- The need for employment transportation and more affordable housing.
- The emergence of the High Pointe Apartments and other apartment complexes in the area, and the need to improve transit and other transportation to accommodate this increase in housing.
- Increased student ridership on Shoreline Metro since their agreement with the Sheboygan Area School District to provide transportation to all students.
- Discussion of the three signal timing projects in the *2019 – 2022 TIP*.
- The need to expand elderly and disabled transportation service and other transit service throughout the county, and that this should be an on-demand service in all county communities.
- County Highway PP around Kohler (and possibly Sheboygan Falls) now has bike lanes.
- There might be negotiations with the railroad to implement the Indiana Avenue trail extension as part of redevelopment of that portion of the City of Sheboygan.
- A question in regard to whether median cable guard can handle vehicles traveling at up to 100 miles per hour.

Other comments were raised regarding TIP amendment procedures, the need to “beef up” the transit fleet for fixed route transit for existing service and for transit expansion, and discussion of volunteer driver and paratransit services in the county.

As of the time of departure for this meeting of the MPO advisory committees, no written comments were received regarding the *2019 – 2022 TIP*.

There were no questions or comments from members of either committee regarding the *2019 – 2022 TIP*.

Moved by Bill Blashka and seconded by Jim Glavan that both committees recommend approval of the *Sheboygan Metropolitan Planning Area Transportation Improvement Program (TIP): Calendar Years 2019 – 2022* 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 the *2019 Sheboygan Metropolitan Planning Area Transportation Planning Work Program* to the Bay-Lake Regional Planning Commission.

Jeffrey Agee-Aguayo distributed and reviewed the 2019 Work Program Summary and Summary Budget (pp. 10 – 13 of the 2019 Work Program) with everyone in attendance, and noted that the draft 2019 Work Program was e-mailed to members of both committees (along with proposed changes to the original draft 2019 Work Program) in advance of the meeting. Work activities were reviewed in the following areas:

- Program Support and Administration;
- Long-Range Transportation Planning;
- Short-Range Transportation Planning;
- Transportation Improvement Program (TIP); and
- Shoreline Metro Transit Development Program (TDP) Update.

The most important work activities for 2019 (besides annual activities) will include: completion and approval of the Update to the *Year 2045 Sheboygan Area Transportation Plan (SATP)* by May; continued discussion and coordination of performance measurements and establishment of state and MPO performance targets; and completion of the Shoreline Metro TDP Update. In reviewing the Summary Budget, Jeffrey Agee-Aguayo noted that completion of the Shoreline Metro TDP Update is a **separate** contract from the MPO program (funded by WisDOT's transit section using Federal Transit Administration (FTA) Section 5304 funding). In reviewing the staff hour summary within the Summary Budget, Jeffrey Agee-Aguayo noted that Brandon Robinson would have a significant number of hours in the Work Program in 2019 as there becomes a transition in program staff.

Jeffrey Agee-Aguayo also distributed and briefly reviewed the following appendices in the 2019 Work Program:

- Appendix E: Schedule for the Update to the *Year 2045 SATP* Due in May 2019 (p. 43); and
- Appendix F: 2019 Tentative Schedule of MPO Technical and Policy Advisory Committee Joint Meetings, Bay-Lake RPC Full Commission and Executive Committee Meetings, and Other Meeting Dates (p. 47).

Jeffrey Agee-Aguayo stated that he and other Commission staff met with WisDOT and FHWA staff to review the 2019 Work Program on October 22, 2018. The only substantive comments raised at this teleconference meeting were that the MPO should work with Shoreline Metro on transit safety performance targets in 2019, and that there may be possible activities related to preparing for the 2020 Census in 2019.

There were no questions or comments from members of either committee regarding the 2019 Work Program.

Moved by Vernon Koch and seconded by Bill Blashka that both committees recommend approval of the *2019 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 and recommended approval of infrastructure condition, system performance, freight movement, and Congestion Mitigation and Air Quality (CMAQ) program emission reduction performance measure targets for the Sheboygan Metropolitan Planning Area to the Bay-Lake Regional Planning Commission.

Jeffrey Agee-Aguayo gave background information on this agenda item. Much of the information needed to set the above targets was reviewed at the July 25, 2018, and September 6, 2018, joint meetings. Jeffrey Agee-Aguayo reviewed the information under Agenda Item #8 of the September 6, 2018, meeting minutes to refresh the memory of those in attendance.

Jeffrey Agee-Aguayo distributed and reviewed Resolution 13-2018 of the Bay-Lake Regional Planning Commission with members of both committees in attendance. This resolution would approve the above noted performance measure targets for the Sheboygan Metropolitan Planning Area. Jeffrey Agee-Aguayo reiterated that MPO staff is proposing supporting statewide targets for each of these measures, which are as follows:

Measure	2-Year Target (2019)	4-Year Target (2021)
Interstate - Percentage of pavements in "Good" condition	NA	≥45%
Interstate - Percentage of pavements in "Poor" condition	NA	≤5%
Non-Interstate NHS - Percentage of pavements in "Good" condition	≥20%	≥20%
Non-Interstate NHS - Percentage of pavements in "Poor" condition	≤12%	≤12%
Percentage of NHS bridges by deck area in "Good" condition	≥50%	≥50%
Percentage of NHS bridges by deck area in "Poor" condition	≤3%	≤3%
Percentage of person-miles traveled that are reliable on the Interstate	94.0%	90.0%
Percentage of person-miles traveled that are reliable on the Non-Interstate NHS	NA	86.0%
Truck Travel Time Reliability Index on the Interstate	1.40	1.60
Total Emission Reductions in nonattainment or maintenance areas for:		
VOC	12.154 kg.	30.123 kg.
NOx	90.354 kg.	150.388 kg.
PM2.5	9.043 kg.	13.820 kg.

There were no questions or comments from members of either committee regarding the above noted performance measure targets.

Moved by Jim Glavan and seconded by Vernon Koch that both committees recommend approval of infrastructure condition, system performance, freight movement, and Congestion Mitigation and Air Quality (CMAQ) program emission reduction performance measure targets for the Sheboygan Metropolitan Planning Area to the Bay-Lake Regional Planning Commission, supporting statewide targets for each of these measures. Motion carried, with all voting aye on a voice vote.

8. Discussion then turned to the Update to the *Year 2045 SATP*, including comments on draft Chapter 5, discussion of socioeconomic changes in the area, and capacity modifying projects that should be tested with the travel forecast model.

Comments on Draft Chapter 5 (Existing Condition of the Transportation Network)

Jeffrey Agee-Aguayo noted that draft Chapter 5 (text and maps) was e-mailed to members of both committees in early August, and that a link to the chapter on the MPO webpage had been provided. Paper copies of the text and maps were available to those who needed them.

Jeffrey Agee-Aguayo asked if there were any remaining questions or comments on draft Chapter 5; none were received.

Jeffrey Agee-Aguayo commented that MPO staff was also working on the remaining chapters in the main body of the Update to the *Year 2045 SATP*, including:

- Chapter 6 (Transportation and Land Use);
- Chapter 7 (Recommended Transportation Plan);

- Chapter 8 (Mitigation of Environmental Impacts of Major Transportation Projects); and
- Chapter 9 (Financial Plan).

Discussion of Socioeconomic Changes in the Area

Jeffrey Agee-Aguayo distributed and reviewed a handout on socioeconomic changes in certain traffic analysis zones (TAZs) in the area since the *Year 2045 SATP* was approved in May 2015. Key changes raised included: (1) the proposed Aurora Sheboygan Memorial Medical Center (hospital) relocation from the north side of the City of Sheboygan to a portion of the Village of Kohler south of UW Sheboygan; (2) the recent relocation of Sheboygan Falls Middle School; and (3) a reduction in employment at the Edgewater Power Plant due to its no longer being a coal-fired plant. Jeffrey Agee-Aguayo asked if there were any other suggested socioeconomic changes in the area.

As far as comments from members of both committees were concerned, Charles Born noted that there might have been recent changes to the configuration or proposed location of the relocated Aurora Sheboygan Memorial Medical Center. Charles Born also commented that the Edgewater Power Plant was still burning coal, but the number of train cars serving the plant might be around half of what previously served the facility. Vernon Koch discussed additional housing developments around the City of Sheboygan, particularly apartment complexes. Finally, Charles Born stated that the new industrial park on the south side of the City of Sheboygan (the South Pointe Enterprise Campus) and its employment impacts should be accounted for.

Capacity Modifying Projects that Should be Tested with the Travel Forecast Model

Jeffrey Agee-Aguayo distributed and reviewed a map of capacity modifying projects that were tested by the travel forecast model in the original *Year 2045 SATP*. Jeffrey Agee-Aguayo also discussed potential timing of the projects that were recommended in the original *Year 2045 SATP*. In that document: the South Taylor Drive extension and the County Highway TT extension were recommended in the first ten years of the planning period; the two Interstate Highway 43 interchanges and the South 18th Street extension were recommended in the second ten years of the planning period; and the widening of State Highway 42 from County Highway Y to Howards Grove and the State Highway 23 corridor preservation/freeway designation project were recommended in the final years of the planning period.

Jeffrey Agee-Aguayo asked if there were any additions or deletions to the projects that should be tested, or different configurations to the projects that were tested. As far as comments from members of both committees were concerned, Charles Born thought that transportation impacts of the Kohler Company golf course proposed in the Town of Wilson should be considered when examining projects that should be tested by the model. Charles Born also discussed what he thought would be significant environmental impacts associated with an extension of County Highway TT between County Highway PP and State Highway 28, especially over the Mullet

River. Charles Born thought that an interchange at State Highway 23 and County Highway TT would be important, especially in terms of safety. Charles Born commented that overpasses over State Highway 23 were needed for the farming community in the western portion of the metropolitan planning area. Jim Glavan asked if Interstate Highway 43 and Indiana Avenue once had an interchange; committee members noted that there was once an interchange at that location when this was State Highway 28, but was moved to correspond with the moving of State Highway 28 and to be more in line with federal interchange spacing regulations.

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

Matt Halada stated that all construction projects in Sheboygan County were completed for 2018.

Matt Halada noted that the Limited Scope Supplemental Environmental Impact Statement (LSSEIS) for the State Highway 23 “majors” project has been completed. This document was signed by WisDOT and the FHWA Wisconsin Division on October 15, 2018, which paves the way to proceeding with the project. The document addressed all concerns of the federal court. Work will start in Sheboygan County in 2019, and will move east to west starting next year. (Note: Additional information on progress regarding this project can be found at: <https://wisconsindot.gov/Pages/projects/by-region/ne/wis23exp/default.aspx>).

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

Jeffrey Agee-Aguayo stated that he and Brandon Robinson participated in the annual MPO/RPC/WisDOT transportation planning conference in Madison on September 11 and 12, 2018, and also participated in the quarterly MPO Directors’ meeting in Madison immediately after this conference the afternoon of September 12, 2018.

Jeffrey Agee-Aguayo noted that he facilitated meetings of Shoreline Metro TDP Review Committee on September 13 and October 18, 2018.

Jeffrey Agee-Aguayo indicated that the full Bay-Lake Regional Planning Commission met on September 14, 2018; the Shoreline Metro Transit Asset Management (TAM) Plan and updated TAM performance targets for 2018 (recommended for approval by these committees at their September 6 joint meeting) were approved for the MPO at this meeting.

Jeffrey Agee-Aguayo commented that he participated in a quarterly meeting of the Wisconsin Department of Natural Resources (DNR) Bureau of Air Management’s Transportation Conformity Work Group (via teleconference) the afternoon of October 11, 2018.

Jeffrey Agee-Aguayo stated that he participated in a quarterly meeting of the Northeast Wisconsin Regional Access to Transportation Committee (NEWRATC) at Green Bay Metro the morning of October 23, 2018.

Jeffrey Agee-Aguayo noted that he would be participating in a meeting of the Bay-Lake Regional Planning Commission Executive Committee on October 26, 2018, at the Commission office. Agenda items at this meeting will include approval of the three items recommended for approval at this meeting of the MPO advisory committees.

Finally, Jeffrey Agee-Aguayo indicated that the Sheboygan Transit Commission was scheduled to approve the Shoreline Metro Transit Asset Management (TAM) Plan and updated TAM targets for the transit operation at its meeting on October 29, 2018.

10. Upcoming meetings of the Sheboygan MPO Technical and Policy Advisory Committees are scheduled for **Thursday, November 15, 2018**, and **Thursday, December 13, 2018**. Both meetings are scheduled to start at **1:00 p.m.**

11. **Moved** by Bill Blashka and seconded by Matt Halada 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 2:21 p.m.

Recording secretary,

Jeffrey C. Agee-Aguayo

