

MINUTES
BAY-LAKE REGIONAL PLANNING COMMISSION
TECHNICAL AND POLICY ADVISORY COMMITTEES JOINT MEETING
October 27, 2022
Sheboygan City Hall (Conference Room 305)
828 Center Avenue, Sheboygan
(Also Conducted via Teleconference using Go to Meeting)

MEMBERS PRESENT: Vernon Koch, Policy Advisory Committee Chairperson,
Presiding

Policy Advisory Committee: Charles Born (Town of Lima)
Heather Cleveland (Sheboygan Transit Commission)
George Marthenze (Town of Herman)
Nick Weber for Tom Buchholz (WisDOT Northeast Region,
Green Bay)

Technical Advisory Committee: Tyler Betry for Aaron Brault (Sheboygan County Planning and
Conservation Department)
David Biebel (City of Sheboygan Department of Public Works)
David Bizot (Wisconsin Department of Natural Resources
Bureau of Air Management, Madison)
Mike Kitzerow (Village of Kohler)
Jim Kuehn for Matt Schreiber (WisDOT Bureau of Planning
and Economic Development, Madison)
Derek Muench (Shoreline Metro)
Ryan Sazama (City of Sheboygan Department of Public Works)
Greg Schnell (Sheboygan County Transportation Department)

MEMBERS EXCUSED: Jerry Benzschawel (City of Sheboygan Falls Department of
Public Works)
Tom Holtan for Daniel Hein (Town of Sheboygan)
David Smith (Bicycle and Pedestrian Transportation Advocate)

OTHERS PRESENT: Laura Bachmann, Nathaniel Darling, Scott Hollowell, Steve
Jorgensen, Kyle Schmitz, and Tabitha Steinbock (Interested
Citizens)

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

1. The meeting was called to order at 1:07 p.m. by Policy Advisory Committee Chairperson
Vernon Koch.

Members of both committees and staff as well as others participating in person and via teleconference introduced themselves for the benefit of everyone participating in the meeting.

Members of both committees and staff participating in the meeting noted committee members who had asked to be excused from the meeting.

Jeffrey Agee-Aguayo requested two items from meeting participants for record keeping purposes. First, that members of both committees participating via teleconference state their name when speaking or making a motion or second. Second, that there may be possible roll call votes if there are any non-unanimous votes at this meeting.

2. Heena Bhatt distributed the agenda to those attending the meeting in person. Jeffrey Agee-Aguayo projected the meeting agenda on the shared screen feature in Go to Meeting, and briefly reviewed the agenda. The agenda was also emailed to members of both committees in advance of the meeting.

Moved by Charles Born and seconded by Greg Schnell that both committees approve the agenda for the October 27, 2022, joint Technical Advisory Committee/Policy Advisory Committee meeting. Motion carried, with all voting aye on a voice vote.

3. Heena Bhatt distributed the draft minutes of the September 8, 2022, joint meeting to those attending the meeting in person. Jeffrey Agee-Aguayo projected the draft minutes on the shared screen feature in Go to Meeting, and briefly reviewed those minutes. The draft minutes were also emailed to members of both committees in advance of the meeting.

Moved by Heather Cleveland and seconded by George Marthenze that both committees approve the minutes of the September 8, 2022, joint Technical Advisory Committee/Policy Advisory Committee meeting. Motion carried, with all voting aye on a voice vote.

4. Policy Advisory Committee Chairperson Vernon Koch asked if there was any public input (outside of the *Sheboygan Metropolitan Planning Area Transportation Improvement Program (TIP): Calendar Years 2023 – 2026*, which would be the subject of a public hearing later in the meeting); no public input was received.

5. Members of both committees reviewed and recommended approval of the *Sheboygan Metropolitan Planning Area Transportation Improvement Program (TIP): Calendar Years 2023 – 2026* to the Bay-Lake Regional Planning Commission.

A. Jeffrey Agee-Aguayo opened the public hearing on the *2023 – 2026 TIP*. Heena Bhatt distributed and Jeffrey Agee-Aguayo reviewed the “Notice of Request for Comment and Public Hearing on the *2023 – 2026 TIP* for the Sheboygan Metropolitan Planning Area” with everyone in attendance; this was projected from the Bay-Lake Regional Planning Commission

website on the shared screen feature in Go to Meeting. Jeffrey Agee-Aguayo explained the content of the TIP, the five locations where the draft TIP was placed, placement of the draft TIP on the MPO webpage, and ways in which the public comment period, public hearing and draft TIP were publicized. Jeffrey Agee-Aguayo explained that October 28, 2022, was the final day of the public comment period on the TIP. Jeffrey Agee-Aguayo asked if there was any public comment on the *2023 – 2026 TIP*; the following comments were received:

- Nathaniel Darling wondered if an economic impact study on bicycling could be done for the Sheboygan area similar to what was done for the City of LaCrosse.
- Tabitha Steinbock noted that traveling from north to south in the City of Sheboygan can be dangerous, especially at certain locations.
- Laura Bachmann thought that there was a need for a comprehensive plan for bicycling for the area. Ms. Bachmann gave Madison as an example of an area where some things are being done right, and also gave Chicago as a poor example. Ms. Bachmann thought that there should be better connections between areas, and that bike lanes should be placed on lower traffic streets that parallel higher traffic streets.
- Kyle Schmitz stated that he was a bicycle commuter, and commented that it was difficult to commute in Sheboygan. Mr. Schmitz indicated that he resides near the intersection of Union Avenue and South Taylor Drive, and noted that there are many “danger zones” heading north. Mr. Schmitz also thought that it was important to extend the Taylor Drive trail to the south.
- Scott Hollowell had questions regarding how sidewalk improvements are funded. Mr. Hollowell noted that he rides with a young child, so bike lanes and crossings can be dangerous in his view. Mr. Hollowell thought that it was best to separate bike lanes from the road.
- Steve Jorgensen commented that he was a bicycle commuter for 45 years, and that it is important to keep striving to do more. Mr. Jorgensen noted that City of Sheboygan’s bronze level bicycle friendly community award from the League of American Bicyclists was expiring; David Biebel responded that the City of Sheboygan wants to go from the bronze level to the silver level.

Moved by Charles Born and seconded by Greg Schnell to close the public hearing. Motion carried, with all voting aye on a voice vote.

B. Jeffrey Agee-Aguayo projected the draft *2023 – 2026 TIP* on the shared screen feature in Go to Meeting, and reviewed the document with everyone participating in the meeting. This document was emailed to members of both committees in advance of the meeting.

Jeffrey Agee-Aguayo reviewed written comments received on the draft *2023 – 2026 TIP*. The following written comments were received:

- Ed Procek asked if transit service to the Town of Sheboygan was included in the TIP, or if any recommendations from the Sheboygan County American Rescue Plan Act (ARPA) Transportation Taskforce were included in the TIP.
- Valerie Schuessler advocated for adding protected bike lanes to certain high traffic roads in the area, and discussed ways in which these could be implemented inexpensively.
- Braden Schmidt also advocated for physically separating existing bike lanes and adding on-street lanes (ideally with physical protection, like flex posts), along with improving connectivity between bike lanes.
- Jeffrey Wagner advocated for physical dividers between cars and bicyclists, as well as several techniques that could slow down traffic.
- Judd Baumann advocated for protected bicycle lanes, and discussed situations in which he has faced danger as a commuting bicyclist in the community.
- Nathaniel Darling advocated for planning for building a better bicycle infrastructure system, and discussed the benefits of such a system. Mr. Darling provided a link to such a study done for the City of LaCrosse. Mr. Darling also advocated for more bike paths around the area.
- Tabitha Steinbock discussed the dangers she faced while attempting to commute from the north side to the south side, and advocated for improving existing bike lanes so that they are better separated from automobile traffic, as well as finishing the Taylor Drive path south to Washington Avenue and improving crossing signals and lanes at the South Taylor Drive/Washington Avenue intersection so that people can safely navigate their way to the Deer Trace shopping center or Walmart. Ms. Steinbock thought that a north-south protected bike lane through the city would be a good idea.
- Laura Bachmann advocated for a comprehensive strategy for bicycle transportation, and supported lower cost projects that improve bike lanes. Ms. Bachmann also voted that the Lakeshore Drive bike lane north of Sheboygan was far too narrow, and needs more separation from cars.

Jeffrey Agee-Aguayo also noted that staff from the Agricultural Impact Statement (AIS) program at the Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP) asked that Sheboygan County (the sponsor of the County Highway EE/Weeden Creek Road project) provide DATCP with an agricultural impact notification if this project impacts any agricultural lands or agricultural operations.

Jeffrey Agee-Aguayo stated that he would edit the *2023 – 2026 TIP* to include comments received, as well as possible revisions to Table 3 (Elderly and Disabled Transportation Projects). In addition, Table 6 (Street and Highway Improvement Projects) will be revised in early 2023

(via major amendments) to incorporate two projects on State Highway 23 that the WisDOT Northeast Region staff notified the MPO were approved in late October.

There were no questions or comments from members of either committee regarding the 2023 – 2026 TIP.

C. **Moved** by Greg Schnell and seconded by David Biebel that both committees recommend approval of the *Sheboygan Metropolitan Planning Area Transportation Improvement Program (TIP): Calendar Years 2023 – 2026* to the Bay-Lake Regional Planning Commission (including additions and edits reviewed at this meeting). Motion carried, with all voting aye on a voice vote.

6. Members of both committees reviewed and recommended approval of the 2023 *Sheboygan Metropolitan Planning Area Transportation Planning Work Program* to the Bay-Lake Regional Planning Commission.

Heena Bhatt distributed copies of the draft 2023 Work Program (as revised) to those attending the meeting in person. Jeffrey Agee-Aguayo noted that the draft 2023 Work Program was emailed to members of both committees in advance of the meeting. The draft 2023 *Sheboygan Metropolitan Planning Area Transportation Planning Work Program* was also projected using the shared screen feature in Go to Meeting. Work activities were reviewed in the following areas (with an emphasis on the 2023 Work Program Summary and Summary Budget, found on pages 12 – 15 of the 2023 Work Program):

- Program Support and Administration;
- Long-Range Transportation Planning;
- Short-Range Transportation Planning; and
- Transportation Improvement Program (TIP).

The most important work activities for 2023 (besides annual activities) will include: preparation of the next long-range transportation plan due in April 2023; working with the Sheboygan MPO Technical and Policy Advisory Committees and with WisDOT to develop an adjusted urbanized area boundary and a revised metropolitan planning area boundary (this may include preliminary discussion of updating the functional classification of streets and highways in the Sheboygan Urbanized Area); continued discussion and coordination of performance measurements and establishment of state and MPO performance targets; continuing to work with WisDOT on the development of statewide transportation plans, including *Wisconsin Rail Plan 2050*, the *Wisconsin State Freight Plan*; and the *Active Transportation Plan 2050*; preparation of an updated Title VI Plan by October 2023; and assistance in preparing possible amendments to the *2020 Coordinated Public Transit – Human Services Transportation Plan for Sheboygan County*. Jeffrey Agee-Aguayo also reviewed the Summary Budget (including the staff hour summary) with meeting participants.

Jeffrey Agee-Aguayo also briefly reviewed the following appendices in the 2023 Work Program:

- Appendix E: Schedule for the Update to the Long-Range Transportation Plan (p. 30); and
- Appendix F: 2023 Tentative Schedule of Meetings (p. 31).

Jeffrey Agee-Aguayo stated that he and other Commission staff met with WisDOT and FHWA staff to review the draft 2023 Work Program in a teleconference held on September 29, 2022. The only substantive comments raised in the September 29 teleconference meeting were a slight change to the resolution of approval, as well as tracking 2.5 percent of the Safe and Accessible Transportation Options Set-Aside when sending bimonthly progress and financial reports to WisDOT in 2023.

There was one change that was made to the 2023 Work Program right before this meeting. In an effort to have a better transition in the MPO program, Heena Bhatt will have more hours than anticipated in the MPO program in 2023, while Jeffrey Agee-Aguayo will have fewer hours in that program next year.

There were no questions or comments from members of either committee regarding the 2023 Work Program.

Moved by Heather Cleveland and seconded by Greg Schnell that both committees recommend approval of the *2023 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 Highway Safety Improvement Program (HSIP) 2023 performance targets for the Sheboygan Metropolitan Planning Area to the Bay-Lake Regional Planning Commission.

Heena Bhatt distributed the Safety Performance Measures and Targets report for the Sheboygan Metropolitan Planning Area to those present in the meeting room, and Jeffrey Agee-Aguayo projected the report on the shared screen feature in Go to Meeting. Jeffrey Agee-Aguayo noted that this report was also emailed to members of both committees in advance of this meeting. Heena Bhatt then reviewed the report with everyone in attendance.

Highway safety data for 2017 through 2021 were analyzed; 2016 data (included in last year's analysis) were dropped from the analysis, while 2021 data were added to the 2022 analysis. In addition, 2020 Fatality Analysis Reporting System (FARS) data from the National Highway Traffic Safety Administration (NHTSA) were used to update and calculate fatalities for that year.

Heena Bhatt stated that the Sheboygan Metropolitan Planning Area continues to be below statewide averages for four of the five performance measures (the exception being average annual non-motorized fatalities and serious injuries), so MPO staff is recommending support of WisDOT's safety performance targets for 2023 (as opposed to setting independent targets at the MPO level). In addition, because average annual non-motorized fatalities and serious injuries were above the state average for this measure, it is also recommended that there be greater education of motorists and pedestrians of all ages in the area, along with a recommendation that area communities install protected bike lanes to make bicyclists and pedestrians feel safer. Heena Bhatt noted that observed pedestrian crashes often resulted in no moving violations for motorists in 2019, with one of the five such crashes involving moving violations in 2020 (hitting a worker in a construction zone). In 2021, the crashes occurred due to violations by motorists, with an increasing number of hit and run crashes. In most cases, pedestrians engaged in unpredictable behavior, and did not cross at predictable locations such as at intersections and/or crosswalks.

Heena Bhatt briefly reviewed the proposed action approving HSIP 2023 performance measure targets for the Sheboygan Metropolitan Planning Area, specifically focusing on agreeing "to plan and program projects so that they contribute toward the accomplishment of WisDOT's calendar year 2023 targets for all five performance measures, as follows:

- A 2% reduction in average annual fatalities (from 599.2 to 587.2);
- A 2% reduction in the average annual fatality rate (from 0.956 to 0.937 per 100 million vehicle miles traveled);
- A 2% reduction in average annual serious injuries (from 3,107.2 to 3,044.3);
- A 2% reduction in the average annual serious injury rate (from 4.956 to 4.857 per 100 million vehicle miles traveled); and
- A 2% reduction in non-motorized fatalities and serious injuries (from 371.4 to 364.0).

The proposed action also recommends "that there be greater education of motorists and pedestrians of all ages in the area, and that area communities consider installing protected bike lanes to make bicyclists and pedestrians feel safer."

There were no questions or comments from members of either committee regarding this agenda item.

Moved by Charles Born and seconded by David Biebel that both committees recommend approval of the HSIP 2023 performance targets for the Sheboygan Metropolitan Planning Area to the Bay-Lake Regional Planning Commission. Motion carried, with all voting aye on a voice vote.

8. Members of both committees had discussion regarding projects that should be tested with the travel demand forecast model in the development of the *Year 2050 Sheboygan Area Transportation Plan (SATP)*.

Heena Bhatt distributed Map 7.1 (Recommended Capacity Modifying Street and Highway Improvement Projects) of the Update to the *Year 2045 SATP* (approved in April 2019) to those present in the meeting room, and Jeffrey Agee-Aguayo projected Map 7.1 on the shared screen feature in Go to Meeting. Jeffrey Agee-Aguayo noted that Map 7.1 was also emailed to members of both committees in advance of this meeting. Jeffrey Agee-Aguayo then reviewed Map 7.1 with everyone in attendance.

The purpose of reviewing Map 7.1 was to determine whether to continue to test each of the seven capacity modifying street and highway street and highway improvement projects in the travel demand forecast modeling used in developing the *Year 2050 SATP*, and if these projects continued to be tested with the model, in which time period should the projects be assumed to be implemented.

As far as discussion from members of both committees was concerned, Charles Born, Greg Schnell and David Biebel supported keeping the State Highway 23/County Highway TT interchange in the long-range transportation plan, which generated some discussion from members of both committees. Members of both committees supported removing the Interstate Highway 43/County Highway PP/Lower Falls Road/Indiana Avenue interchange from being tested with the travel demand forecast model. George Marthenze discussed the State Highway 42 expansion project.

The following projects in Map 7.1 are recommended for testing with the travel demand forecast model (with the recommended implementation period in parentheses):

2023 – 2025

- South Taylor Drive: Racetrack Road to Southpointe Drive (whatever remains to be completed with this project): New 2 Lane Facility

2026 – 2032

- State Highway 23: Interchange with County Highway TT and associated work

2033 – 2042

- South 18th Street: County Highway EE/Weeden Creek Road to County Highway V: New 2 Lane Facility; and
- County Highway TT: County Highway PP to State Highway 28: New 2 Lane Facility

2043 – 2050

- Interstate Highway 43 at County Highway FF: New Full Interchange; and
- State Highway 42: County Highway Y to County Highway A/Howards Grove: Reconstruction with Increase from 2 to 4 Lanes

Not Tested This Time

- Interstate Highway 43 at County Highway PP/Lower Falls Road, Indiana Avenue: New Half Interchange (to and from the south)

Jeffrey Agee-Aguayo then asked if there were any other projects in the metropolitan planning area that should be tested with the travel demand forecast model, and if so, in which implementation periods. No additional projects were suggested at this meeting. However, David Biebel asked if other projects could be tested later; Jeffrey Agee-Aguayo responded that he would set aside some time for suggesting additional projects at a special virtual meeting in mid-November, but added that we need to have our future network set fairly soon because conformity will be a complex process in early 2023, and the plan is required to be approved by late April of 2023.

9. Nick Weber gave an update on WisDOT Northeast Region planning activities (including local programs) to everyone participating in the meeting.

Nick Weber noted that WisDOT solicitations for the STP-Local, Local Bridge and Transportation Alternatives Program (TAP) programs would be announced soon. Nick Weber also indicated that State-Municipal Agreements (SMAs) for awarded projects in some programs would be coming out by the end of 2022.

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

Jeffrey Agee-Aguayo discussed the 2022 MPO/RPC/WisDOT/USDOT transportation planning conference held at Blue Harbor on October 10 – 12, 2022. Jeffrey Agee-Aguayo thanked Mayor Sorenson, Vernon Koch, Chad Pelishek, Aaron Brault, Brandon Robinson and Heena Bhatt, Derek Muench, and the various presenters and attendees for making the conference a success. Jeffrey Agee-Aguayo gave special thanks to Heena Bhatt for her work in organizing the conference.

Jeffrey Agee-Aguayo stated that Commission staff continued preparation of draft Chapters 6 (Transportation and Land Use) and 9 (Financial Plan) of the *Year 2050 SATP* in September and

October, and started preparing draft Chapter 7 (Recommended Transportation Plan) of the *Year 2050 SATP* in October.

Jeffrey Agee-Aguayo noted that he and Heena Bhatt participated in a meeting of the WisDOT Northeast Region Travel Demand Forecast Model Users' Group on September 22, 2022.

Jeffrey Agee-Aguayo indicated that he and Heena Bhatt hosted and participated in a quarterly meeting of the Northeast Wisconsin Regional Access to Transportation Committee at the Commission office (with a virtual option available) on October 4, 2022.

Jeffrey Agee-Aguayo commented that he and Heena Bhatt participated in a meeting to obtain information regarding PM 2 targets and data on October 6, 2022.

Jeffrey Agee-Aguayo stated that he and Heena Bhatt met virtually with Sheboygan County staff the morning of October 14, 2022, to discuss first steps in applying for a grant to conduct a transportation study of the county.

Jeffrey Agee-Aguayo noted that he and Heena Bhatt participated in a quarterly meeting on the Wisconsin Department of Natural Resources (WDNR) Bureau of Air Management's Transportation Conformity Workgroup on October 18, 2022.

Jeffrey Agee-Aguayo indicated that he provided technical assistance to Shoreline Metro in October; this involved assistance with a Community Development Block Grant (CDBG) report for the third quarter of 2022.

Jeffrey Agee-Aguayo commented that Commission staff was working with Shoreline Metro to modify three appendices in their Public Transit Agency Safety Plan (PTASP), including modification of some of the PTASP targets in Appendices G and H.

Jeffrey Agee-Aguayo stated that the Shoreline Metro Transit Asset Management (TAM) plan and targets were submitted to the Federal Transit Administration (FTA) Region 5 staff (with copies to WisDOT and Shoreline Metro) in mid-September, and added that the plan and targets have been posted to the MPO webpage.

Jeffrey Agee-Aguayo noted that Heena Bhatt recently started work on the annual transportation system performance indicators report.

10. A special virtual meeting of the Sheboygan MPO Technical and Policy Advisory Committees is scheduled for **Thursday, November 17, 2022, at 1:00 p.m.** Agenda items will include review of the remainder of draft Chapter 5 (Existing Condition of the Transportation Network), as well as a "final call" for projects to test with the travel demand forecast model in the development of the *Year 2050 SATP*.

The next regular meeting of the Sheboygan MPO Technical and Policy Advisory Committees is scheduled for **Thursday, December 8, 2022, at 1:00 p.m.** Agenda items will likely include setting 2023 PTASP performance targets for the MPO, as well as review of chapters of the *Year 2050 SATP*.

11. **Moved** by Heather Cleveland and seconded by George Marthenze 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 3:08 p.m.

Recording secretary,

Jeffrey C. Agee-Aguayo

