

MINUTES
BAY-LAKE REGIONAL PLANNING COMMISSION
SHEBOYGAN METROPOLITAN AREA
TECHNICAL AND POLICY ADVISORY COMMITTEES JOINT MEETING
September 5, 2019
Sheboygan County Administration Building (Room 119), Sheboygan

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

Policy Advisory Committee: Charles Born (Town of Lima)
Vernon Koch for Tom Wegner (Sheboygan County)
Mayor Mike Vandersteen (City of Sheboygan)

Technical Advisory Committee: Jerry Benzschawel (City of Sheboygan Falls Department of
Public Works)
Aaron Brault (Sheboygan County Planning and Conservation
Department)
Mike Friedlander (Wisconsin Department of Natural Resources
Bureau of Air Management, Madison, by phone)
Jim Glavan (Sheboygan County Representative, Eastern
Wisconsin Counties Railroad Consortium)
Diane Paoni (WisDOT Bureau of Planning and Economic
Development, Madison, by phone)
David Smith (Bicycle and Pedestrian Transportation Advocate)
Emily Stewart for Greg Schnell (Sheboygan County
Transportation Department)

MEMBERS EXCUSED: David Biebel (City of Sheboygan Department of Public Works)
Sandra Carpenter (WisDOT Northeast Region, Green Bay)
Brett Edgerle (Village of Kohler)
Matt Halada for Will Dorsey (WisDOT Northeast Region, Green
Bay)
Derek Muench (Shoreline Metro)
Ryan Sazama (City of Sheboygan Department of Public Works)
Steve Sokolowski (City of Sheboygan Department of Planning
and Development)

OTHERS PRESENT: Tyler Betry (Sheboygan County Planning and Conservation
Department)

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

1. The meeting was called to order at 1:02 p.m. by Policy Advisory Committee Chairperson Steven Bauer.

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 Aaron Brault and seconded by Jim Glavan that both committees approve the agenda for the September 5, 2019, 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 Mayor Mike Vandersteen that both committees approve the minutes of the July 25, 2019, 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 2020 – 2023*, 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 *2020 – 2023 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. In addition, Jeffrey Agee-Aguayo projected the tables onto the screen in the meeting room as they were projected.

Members of both committees reviewed Table 1 (Calendar Years 2020 – 2023: Transit Operating Funds).

Members of both committees reviewed Table 2 (Calendar Years 2020 – 2023: Transit Capital Items). Replacement of one 35-foot fixed-route bus 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 *2020 – 2023 TIP*. Items listed as “illustrative” projects in the TIP include: replacement of eight 35-foot fixed-route buses (four in 2021 and four in 2022), as well as various transit administration and maintenance facility improvements in 2023.

Members of both committees reviewed Table 3 (Calendar Year 2020: 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 2020 – 2023: 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 2020, since the Sheboygan County ADRC has applied for FTA Section 5310 funding for that project.

Members of both committees reviewed Table 5 (Calendar Years 2020 – 2023: Bicycle and Pedestrian Transportation Projects). Projects programmed in Table 5 include: Sheboygan County Non-Motorized Transportation Pilot Program (NMTTP) level of effort for program oversight (including education and outreach, 2020, 2021 and 2022); Sheboygan County NMTTP marketing and branding (2020); and conversion of County Highway PP from the Sheboygan River Bridge to South 24th Street into a linear parkway and trail facility (engineering in 2020, and construction in 2021). A WisDOT enhancements grouped project line item is also included in Table 5. In addition, six “illustrative” projects are listed in Table 5. As far as questions and comments on Table 5 were concerned, David Smith had a question on the last illustrative project listed (construction of a multi-use pathway in the Alliant Energy Utility Corridor on the south side of the City of Sheboygan from County Highway KK/South 12th Street to Lakeshore Drive) that Aaron Brault answered. David Smith also asked if there could be improved signage for bicyclists on County Highway PP; Aaron Brault answered that this would be addressed in the third programmed project (conversion into a linear parkway and trail facility on County Highway PP from the Sheboygan River bridge near Esslingen Park to South 24th Street), and there was some discussion regarding this project.

Members of both committees reviewed Table 6 (Calendar Years 2020 – 2023: Street and Highway Improvement Projects). Projects programmed in Table 6 include: construction of a roundabout at the intersection of State Highway 28 and County Highway EE (2020); reconstruction with no increase in capacity on Superior Avenue from North Taylor Drive to North 29th Street (2020); signal timing projects on Taylor Drive from Indiana Avenue to Superior Avenue, 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 (design in 2020 and implementation in 2021); installation of median cable guard on Interstate Highway 43 from County Highway V to County Highway EE/Weeden Creek Road (2021); design leading to resurfacing on Interstate Highway 43 from Wilson Lima Road to State Highway 42 (2020); and design and right-of-way acquisition leading to reconstruction of County Highway EE/Weeden Creek Road from County Highway OK/South Business Drive to County Highway KK/South 12th Street (2021, 2022 and 2023). Table 6 also includes eight categories of WisDOT “grouped” projects. The only question or comment

regarding Table 6 came from Jerry Benzschawel, who asked if the State Highway 28/County Highway EE roundabout project got moved from 2020 to 2021; there was some discussion of this project among members of both committees, and Jeffrey Agee-Aguayo responded that he would look into this matter with WisDOT Northeast Region staff. (*Note: The State Highway 28/County Highway EE roundabout project is still scheduled for 2020 according to WisDOT Northeast Region staff*).

Members of both committees reviewed Table 7 (Programmed and Available Federal Funding for the 2020 – 2023 TIP).

Finally, members of both committees reviewed Table 8 (Implementation Status of Projects Recommended for 2019). This included discussion of the status of: nine 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 2020 – 2023 TIP for a 30 day public comment period.

Moved by Aaron Brault and seconded by Mayor Mike Vandersteen that both committees release the draft *Sheboygan Metropolitan Planning Area TIP: Calendar Years 2020 – 2023* 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 2020 – 2023 TIP. The main body and the various appendices have been assembled. The draft TIP will be released for the 30 day public comment period the first half of the week of September 23rd. Jeffrey Agee-Aguayo noted that the Commission’s GIS Specialist was extensively involved with preparation of the 2020 – 2023 TIP, and has also been working on interactive mapping for the TIP.

6. Jeffrey Agee-Aguayo distributed a listing of proposed work elements in the draft 2020 *Sheboygan Metropolitan Planning Area Transportation Planning Work Program* to those who needed it (this was e-mailed in advance of the meeting). This listing was also projected onto the screen in the meeting room. Jeffrey Agee-Aguayo reviewed this information with everyone in attendance, with an emphasis on new or changed items for 2020.

Jeffrey Agee-Aguayo also discussed the status of preparation of the draft 2020 *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 2020 MPO Work Program, including: an introduction and prospectus; a summary of 2019 work program activities (through August 31, 2019); the 2020 work program summary; information on key meetings in 2020; 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 *2020 Sheboygan Metropolitan Planning Area Transportation Planning Work Program* to WisDOT and FHWA for review by September 13, 2019.

Members of both committees in attendance had no comments on the proposed work elements in the draft *2020 Sheboygan Metropolitan Planning Area Transportation Planning Work Program*.

7. Members of both committees reviewed and recommended approval of the 2019 Transit Asset Management (TAM) Plan for Shoreline Metro to the Bay-Lake Regional Planning Commission.

Jeffrey Agee-Aguayo distributed the 2019 TAM Plan for Shoreline Metro to members of both committees in attendance. Jeffrey Agee-Aguayo also projected the 2019 TAM Plan onto the screen in the meeting room. Jeffrey Agee-Aguayo then reviewed the 2019 TAM Plan for Shoreline Metro, noting that this plan builds on the TAM targets that were first established in 2017 and revised in 2018, and changes from the 2018 plan were emphasized. 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, p. 10).

Jeffrey Agee-Aguayo briefly discussed the approval schedule for the 2019 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 5, 2019), while the Bay-Lake Regional Planning Commission was scheduled to approve the TAM Plan for the MPO at its September 13, 2019, 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 15, 2019).

Members of both committees in attendance had no comments on the 2019 TAM Plan.

Moved by Mayor Mike Vandersteen and seconded by Vernon Koch that both committees recommend approval of the 2019 TAM Plan for Shoreline Metro to the Bay-Lake Regional Planning Commission. Motion carried, with all voting aye on a voice vote.

8. Jeffrey Agee-Aguayo gave an update on active grant program cycles to members of both committees in attendance.

STBG (STP) Urban

Jeffrey Agee-Aguayo stated that he had seen two draft STBG Urban applications in the Sheboygan area: (1) the City of Sheboygan Falls submitted a draft application for the reconstruction of Fond du Lac Avenue from Main Street (State Highway 32) to Rangeline Road; and (2) Sheboygan County submitted a draft application for the reconstruction of County Highway EE/Weeden Creek Road from County Highway OK/South Business Drive to South 12th Street. The WisDOT Northeast Region staff (Sandy Carpenter) provided comments on both draft applications. The deadline for submittal of final applications is October 15, 2019. Candidate projects will be prioritized and projects will be selected at the next joint meeting of the MPO advisory committees, which is scheduled for October 24, 2019. Projects will be prioritized by staff using the *STBG Urban Project Prioritization Policy* (Appendix G in the TIP), but the MPO advisory committees will decide on project selection at their next meeting. Approximately \$3,610,997 is available in this program in the urbanized area for the 2021 – 2025 cycle.

Congestion Mitigation and Air Quality (CMAQ)

Jeffrey Agee-Aguayo noted that applications for the 2020 – 2024 cycle were due on August 1, 2019. Only two project applications were received in northeast Wisconsin by the deadline, one of which was from the Sheboygan area; this project involves replacement buses for Shoreline Metro. An initial meeting to review CMAQ project applications submitted for this cycle will be held on October 1, 2019.

Other

Jeffrey Agee-Aguayo indicated that the STBG Rural and Local Bridge programs had application deadlines of October 15, 2019, while applications under the Highway Safety Improvement Program (HSIP) were due on August 15, 2019. Emily Stewart discussed applications that the Sheboygan County Transportation Department submitted for some of these programs for its facilities in the Town of Holland.

9. Jeffrey Agee-Aguayo distributed a report from Matt Halada on WisDOT Northeast Region construction projects in Sheboygan County to members of both committees in

attendance, then reviewed highlights from this report. (*Note: This report is attached to these minutes*).

The Interstate Highway 43/County Highway FF bridge rehabilitation project was discussed. This project started on September 3, 2019, and will run through October 2019. The description of work was reviewed, along with work occurring the week of September 3 – 6, traffic impacts associated with the project, and the posted detour.

The State Highway 23 expansion project was also discussed. The 2019 component of this multi-year project started in mid-May and runs through November. Work occurring the week of September 3 – 6 was reviewed, along with current traffic impacts. It was noted that there is a website for this project.

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

Jeffrey Agee-Aguayo stated that he worked on an Executive Summary for the Update to the *Year 2045 Sheboygan Area Transportation Plan (SATP)* over the past few weeks.

Jeffrey Agee-Aguayo noted that he and other Commission staff finalized a poster summarizing the Update to the *Year 2045 SATP* over the summer. A draft of this poster was reviewed at the July 25, 2019, special joint meeting.

Jeffrey Agee-Aguayo indicated that Commission staff developed interactive/story mapping for Chapters 5 (Existing Condition of the Transportation Network) and 6 (Transportation and Land Use) and Appendix E (Statement of Impacts of Projects on Environmental Justice) of the Update to the *Year 2045 SATP* over the summer.

Jeffrey Agee-Aguayo commented that Commission staff gathered data regarding fatalities and serious injuries resulting from 2018 crashes in the Sheboygan metropolitan planning area (including fatalities and serious injuries involving bicyclists and pedestrians) in August, adding that this information will be used in either setting MPO Highway Safety Improvement Program (HSIP) performance targets or supporting WisDOT's statewide HSIP performance targets (or a combination thereof) later in 2019.

Jeffrey Agee-Aguayo stated that he participated in a WisDOT performance review of Shoreline Metro in early August in order to answer questions regarding planning for the transit operation.

Jeffrey Agee-Aguayo noted that Commission staff worked on online interactive mapping regarding the TIP in August, which should be released once the *2020 – 2023 TIP* is approved in late October.

Jeffrey Agee-Aguayo indicated that he and other Commission staff prepared for upcoming surveys that are part of the Shoreline Metro Transit Development Program (TDP) Update over the summer.

Jeffrey Agee-Aguayo commented that he would be participating in the MPO/RPC/WisDOT annual transportation planning conference in Eau Claire on September 10 and 11, 2019.

Jeffrey Agee-Aguayo stated that he would be participating in a quarterly MPO Directors' meeting in Eau Claire the afternoon of September 11, 2019.

Jeffrey Agee-Aguayo noted that he would be in attendance at a meeting of the full Bay-Lake Regional Planning Commission the morning of September 13, 2019; one of the agenda items at this meeting is approval of the 2019 TAM Plan for Shoreline Metro.

Jeffrey Agee-Aguayo indicated that he would participate in a meeting to review Congestion Mitigation and Air Quality (CMAQ) improvement program project applications the morning of October 1, 2019. The meeting will be held at the Southeastern Wisconsin Regional Planning Commission (SEWRPC) office near Waukesha, but Jeffrey Agee-Aguayo may participate via teleconference.

Jeffrey Agee-Aguayo commented that a teleconference meeting with WisDOT and FHWA staff to review the draft *2020 Sheboygan Metropolitan Planning Area Transportation Planning Work Program* would be held the afternoon of October 7, 2019.

Jeffrey Agee-Aguayo stated that he would be participating in a quarterly meeting of the Wisconsin Department of Natural Resources (WDNR) Transportation Conformity Work Group (via teleconference) the afternoon of October 8, 2019.

Jeffrey Agee-Aguayo noted that he would be participating in a quarterly meeting of the Northeast Wisconsin Regional Access to Transportation Committee (NEWRATC) in Green Bay the morning of October 15, 2019.

Finally, Jeffrey Agee-Aguayo indicated that he would be presenting the 2019 Shoreline Metro TAM Plan for approval to the Sheboygan Transit Commission the evening of October 15, 2019.

As far as questions and comments were concerned, Aaron Brault asked about the sunset date for completion of CMAQ projects; Jeffrey Agee-Aguayo responded that the sunset date was six years after the project is awarded (more information can be found in the minutes of the July 25, 2019, special joint meeting under agenda item 6A, page 4). Aaron Brault also asked if STBG (STP) Urban and CMAQ funds could be combined in a single project when the CMAQ funds are used for bicycle and pedestrian transportation accommodations; Jeffrey Agee-Aguayo did not have the answer to this question, but indicated that he would look into this with WisDOT Northeast Region staff. (*Note: WisDOT Northeast Region staff indicated that STBG Urban and*

CMAQ funds could not be combined in a single project when the CMAQ funds were being used for bicycle and pedestrian transportation accommodations, since there is an expectation that STBG funds will be used to implement a “complete streets” corridor).

10. The next meeting of the Sheboygan MPO Technical and Policy Advisory Committees was scheduled for **Thursday, October 24, 2019, at 1:00 p.m.**

11. **Moved** by Aaron Brault and seconded by Jim Glavan 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 1:49 p.m.

Recording secretary,

Jeffrey C. Agee-Aguayo

SHEBOYGAN COUNTY

County Road FF/I-43 Bridge Rehabilitation

Location/limits: County FF bridge over I-43 north of the city of Sheboygan.

Length of project: On bridge

Cost: \$404,000

Construction schedule: September 3, 2019 to October 2019

Description of work: This project will place a concrete overlay on the County FF structure over I-43. Other elements under this contract include guardrail, surface drains, slope paving, and pavement marking.

September 3 to September 6: Project starts Tuesday. Crews will be milling asphalt from approaches and bridge deck, removing guardrail, and starting to prepare deck for concrete overlay.

Traffic Impacts: County FF will be closed at the bridge during construction. A signed detour will be posted from the north and south of the bridge.

Detour: Detour route will utilize County Y, Garton Road, County LS and County MM.

WIS 23 Expansion

Location/limits: WIS 23 from the west Sheboygan/Fond du Lac County line to County P west of the city of Plymouth.

Length of project: 7.42 miles

Cost: \$12.3 million

Schedule: May 13, 2019 to November 2019.

Description of work: This work is part of the WIS 23 four-lane, on-alignment expansion project scheduled for 2019-2022 in Sheboygan and Fond du Lac counties. Work this year in Sheboygan County includes subgrade construction of the additional lanes in the Sheboygan County work zone, grading, drainage culverts and inlets, westbound structure over the Mullet River, westbound structure over the Ice Age Trail, wetland mitigation site, and other incidental items of work.

August 26 to August 30: Contractor will work on stripping near Valley Lane, from Division Road to Sunrise Road and the Limberg and Jochman sites. Grading will continue between Spring Valley and Scenic View and between County S and Twinkle Lane. The contractor will be restoring between Ridge Road and County S. They will be installing culvert pipes between Scenic View and County S. Work will continue at the West end of the project near Chickadee Road. Contractor will continue building the Fond du Lac County Mitigation site and continue stripping southern Theel Mitigation waste site.

September 3 to September 6: Grading will continue between Spring Valley and Scenic View, and between County S and Twinkle Lane. The contractor is continuing to place fill for future lanes and restoring between Ridge Road and County S. They will be installing culvert pipes between Scenic View and County S. Work will continue at the west end of the project near Chickadee Road. Contractor will continue building the Fond du Lac County Mitigation site and continue stripping at the southern Theel Mitigation waste site.

Traffic Impacts: Twinkle Lane is closed. Traffic not impacted and will continue to utilize existing WIS 23.

WIS 23 Construction Website: <https://projects.511wi.gov/wis23resurface/>