

MINUTES  
BAY-LAKE REGIONAL PLANNING COMMISSION  
TECHNICAL AND POLICY ADVISORY COMMITTEES JOINT MEETING

April 28, 2022

Sheboygan City Hall (Room 106)

828 Center Avenue, Sheboygan

(Also Conducted via Teleconference using Microsoft Teams)

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

Policy Advisory Committee: Heather Cleveland (Sheboygan Transit Commission)  
Alex Dums for Colleen Harris (WisDOT Northeast Region,  
Green Bay)  
George Marthenze (Town of Herman)

Technical Advisory Committee: Mitch Batuzich (Federal Highway Administration Wisconsin  
Division, Madison – Ex-Officio)  
David Bizot (Wisconsin Department of Natural Resources  
Bureau of Air Management, Madison)  
Derek Muench (Shoreline Metro)  
Ryan Sazama (City of Sheboygan Department of Public  
Works)  
Brad Sippel (WisDOT Bureau of Planning and Economic  
Development, Madison)  
David Smith (Bicycle and Pedestrian Transportation Advocate)  
Steve Sokolowski (City of Sheboygan Department of Planning  
and Development)

MEMBERS EXCUSED: Jerry Benzschawel (City of Sheboygan Falls Department of  
Public Works)  
David Biebel (City of Sheboygan Department of Public Works)  
Aaron Brault (Sheboygan County Planning and Conservation  
Department)  
Brett Edgerle (Village of Kohler)  
Tom Holtan for Daniel Hein (Town of Sheboygan)  
Vernon Koch (Sheboygan County)  
Greg Schnell (Sheboygan County Transportation Department)

OTHERS PRESENT: Karl Buck (Federal Highway Administration Wisconsin  
Division, Madison)  
Gary Maples (Interested Citizen)

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

1. The meeting was called to order at 1:05 p.m. by Policy Advisory Committee Vice Chairperson Charles Born.

Members of both committees, staff and 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 participants for record keeping purposes. First, that participants 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. Jeffrey Agee-Aguayo distributed the agenda to those attending the meeting in person, and briefly reviewed the agenda. (*Due to a glitch in Microsoft Teams, it was not possible to share documents in that platform at this meeting*). The agenda was also emailed to members of both committees about a week in advance of the meeting.

**Moved** by Heather Cleveland and seconded by David Smith that both committees approve the agenda for the April 28, 2022, joint Technical Advisory Committee/Policy Advisory Committee meeting. Motion carried, with all voting aye on a voice vote.

3. Jeffrey Agee-Aguayo distributed the draft minutes of the February 24, 2022, joint meeting to those attending the meeting in person, and briefly reviewed those minutes. The draft minutes were also emailed to members of both committees about a week in advance of the meeting.

**Moved** by David Smith and seconded by George Marthenze that both committees approve the minutes of the February 24, 2022, 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 gave preliminary review to draft Chapter 4 (Mission Statement, Goals and Objectives) of the *Year 2050 Sheboygan Area Transportation Plan (SATP)*.

Jeffrey Agee-Aguayo projected draft Chapter 4 in the meeting room and distributed this draft chapter to those attending the meeting in person. This chapter was emailed to members of both committees about a day before the meeting (a late deadline for receipt of survey results led to the chapter being completed a few days before the meeting).

Chris Garcia reviewed the introduction, the proposed mission statement, and highlighted the eleven goals and select supporting objectives within each goal. Chris Garcia stated that this chapter was developed using a variety of sources and input, including goals and objectives from the current plan, ideas suggested by members of the Sheboygan MPO Technical and Policy Advisory Committees at their February 24, 2022, joint meeting, and input received from an online survey that took place from early March through mid-April of 2022.

The following comments were received from members of both committees participating in the meeting:

- Heather Cleveland suggested reorganizing the objectives in Goal 3 by mode.
- David Smith suggested that signage be addressed in greater depth in Goal 3.
- Heather Cleveland suggested that manufacturers, shippers, and receivers be consulted in the development of Goal 5 and its supporting objectives.
- Heather Cleveland suggested that problem areas be better identified in Objective SE.6 within Goal 6 (page 4-11).
- Charles Born and Heather Cleveland discussed roundabouts and how they impact bicycle and pedestrian transportation safety.
- Heather Cleveland had a question regarding Objective PI.1 within Goal 9 (page 4-14) that Chris Garcia answered, and wanted more specificity on how this objective would be accomplished.
- Charles Born discussed Objective CP.5 with Goal 10 (page 4-15).

Chris Garcia and Jeffrey Agee-Aguayo indicated that a refined draft of Chapter 4 would be reviewed at the May joint meeting of both committees.

6. Members of both committees reviewed draft Chapters 1, 2 and 3 of the *Year 2050 SATP*.

#### Draft Chapter 1 (Introduction)

Jeffrey Agee-Aguayo projected draft Chapter 1 in the meeting room and distributed this draft chapter to those attending the meeting in person. This chapter was emailed to members of both committees about a week before the meeting.

Jeffrey Agee-Aguayo then reviewed draft Chapter 1 with members of both committees participating in the meeting. The chapter starts with a few paragraphs on the study purpose and need; this introductory section discusses what MPOs are and the long-range transportation plan requirement for MPOs in federal law. Various changes and additions to federal requirements over the decades are discussed in this section, along with discussion of the purpose of the plan.

Jeffrey Agee-Aguayo also discussed the plan overview, and reviewed the content of the nine anticipated chapters and eight anticipated appendices in the *Year 2050 SATP*. Jeffrey Agee-Aguayo stated that much of the narrative describing Chapter 4 within Chapter 1 was in red because it will be modified to be consistent with the version of Chapter 4 that was reviewed in the previous agenda item (and that will be refined in the coming weeks). Jeffrey Agee-Aguayo noted that a small portion of the narrative describing Chapter 7 within Chapter 1 was in red because it is likely that there will be no more significant remaining Non-Motorized Transportation Pilot Program (NMTPP) projects in the metropolitan planning area by the time this plan update has been completed and approved.

As far as comments from members of both committees participating in the meeting were concerned, Heather Cleveland suggested identifying responsible parties for the recommended projects listed in Chapter 7 (Recommended Transportation Plan).

#### Draft Chapter 2 (Metropolitan Transportation Planning Process)

Jeffrey Agee-Aguayo projected draft Chapter 2 in the meeting room and distributed this draft chapter to those attending the meeting in person. This chapter was emailed to members of both committees about a week before the meeting.

Jeffrey Agee-Aguayo then reviewed draft Chapter 2 with members of both committees participating in the meeting. This chapter begins with an overview of the planning process. This is followed by the identification of federal regulations that impact the transportation planning process; these regulations derive from such laws and Executive Orders as:

- The Clean Air Act Amendments of 1990;
- The Americans with Disabilities Act (ADA) of 1990;
- Environmental Justice (Executive Order 12898);
- The Fixing America's Surface Transportation (FAST) Act; and
- The Bipartisan Infrastructure Law (BIL) and Infrastructure Investment and Jobs Act (IIJA).

The chapter continues with a description of the Sheboygan Metropolitan Planning Organization (MPO), including discussion of the entities represented on the MPO Technical and Policy

Advisory Committees. The MPO annual certification process is also discussed; ten separate sets of laws and/or regulations need to be satisfied as part of the self-certification process.

The Sheboygan Urbanized Area and the Sheboygan Metropolitan Planning Area are discussed in this chapter. Much of the material in these sections of draft Chapter 2 was in red because it is not yet known whether establishment of revised urbanized area and metropolitan planning area boundaries after the 2020 Census will be completed before this plan is required to be completed. Jeffrey Agee-Aguayo explained that the rules developed by the Bureau of the Census for defining urban areas changed significantly for the 2020 Census compared with previous decades.

The functions of the Sheboygan MPO are discussed in draft Chapter 2; these include:

- To establish a neutral setting for regional cooperation and decision-making;
- To evaluate transportation alternatives (as outlined in the Transportation Planning Work Program) that are relevant to the area;
- To develop and update a long-range transportation plan with a minimum 20-year planning horizon; and
- To develop and periodically amend a short-range (four-year) Transportation Improvement Program (TIP) that conforms to the transportation plan.

It was noted that public input was an important element of the decision-making processes of these four essential functions.

Products of the MPO planning process include the following:

- Transportation Planning Work Program;
- Transportation Improvement Program (TIP) and TIP Amendments;
- Transportation Plan;
- Public Participation Plan;
- Annual Listing of Obligated Projects;
- Setting of Performance Targets; and
- Other Planning Efforts (historically in the Sheboygan area, these have included Transit Development Programs (TDPs), subarea transportation plans, and freestanding bicycle and pedestrian transportation plans.

Coordination and consistency with state-level plans and programs was also discussed (this consultation is also a required part of the metropolitan transportation planning process). Statewide transportation plans that exist or are under development include the following:

- *Connect 2050* (the statewide, multimodal, long-range transportation plan that will be completed in 2022);
- *Wisconsin State Airport System Plan 2030*;
- *Wisconsin Bicycle Transportation Plan 2020*;
- *Wisconsin Pedestrian Policy Plan 2020*;
- *Wisconsin Rail Plan 2050* (to be completed later in 2022);
- *State Freight Plan*; and
- Other State Level Plans, including: the State Highway-Rail Grade Crossing Action Plan; the Transportation Asset Management Plan; the multi-year Wisconsin Strategic Highway Safety Plan (SHSP); the annual Highway Safety Plan; and the ADA Transition Plan Update.

Statewide transportation programs that exist include the following:

- The Statewide Transportation Improvement Program (STIP); and
- The Six-Year Highway Improvement Program: 2021 – 2026.

Finally, Jeffrey Agee-Aguayo discussed the years of analysis for the *Year 2050 SATP*. This is part of the transportation conformity process:

- For the Shoreline 2008 8-hour ozone maintenance area and the Shoreline 2015 8-hour ozone marginal nonattainment area, these analysis years are 2025, 2032, 2042 and 2050 (WDNR established motor vehicle emission budgets (MVEBs) for 2025 and 2032 in these areas, and there need to be analysis years between the last MVEB year and the horizon year of the plan no more than 10 years apart).
- For the Inland 2008 8-hour ozone maintenance area, these analysis years are 2030, 2040 and 2050 (WDNR established a MVEB for 2030 in this area, and again, there needs to be an analysis year between the last MVEB year and the horizon year of the plan no more than 10 years apart).

Jeffrey Agee-Aguayo noted that maps showing the urbanized and metropolitan planning area are pending the status of modifying these areas in response to the 2020 Census and if this can be accomplished before the plan completion deadline.

As far as comments from members of both committees participating in the meeting were concerned:

- Brad Sippel commented that a state active transportation plan (covering bicycle and pedestrian transportation) with a horizon year of 2050 would be getting started soon.

- Heather Cleveland suggested looking at nearby MPOs in terms how they are handling their processes as well as in terms of collaboration opportunities. Chris Garcia responded that the Sheboygan MPO already collaborates a great deal with neighboring MPOs, mostly in the development and maintenance of the WisDOT Northeast Region travel demand forecast model (four other MPOs in that region), but also in terms of transportation conformity consultation with SEWRPC.
- David Smith discussed the WisDOT bicycle and pedestrian transportation plans, noting that we have passed the horizon year for both plans (2020). David Smith noted that the dedication to caring about these modes “slacked off” statewide after about 2010. Brad Sippel commented that these plans are mainly policy based, not project or funding specific.

### Draft Chapter 3 (Profile of the Metropolitan Planning Area)

Jeffrey Agee-Aguayo projected draft Chapter 3 in the meeting room and distributed this draft chapter to those attending the meeting in person. This chapter was emailed to members of both committees about a week before the meeting.

Due to limited time, Jeffrey Agee-Aguayo briefly reviewed draft Chapter 3 with members of both committees participating in the meeting. The following items were reviewed:

- Introduction;
- Geography (information on physical constraints is in red pending completion of an environmental corridors delineation project by Commission GIS staff in June);
- Population (including population change, components of population change, educational attainment, diversity, persons in poverty, and per capita income; information in red on page 3-2 is pending the status of the urbanized area extent after the 2020 Census);
- Households (including median household income, and composition of households);
- Housing Stock (including home ownership, and residential housing construction);
- Industries and Occupations (including major industries and employers, and projected occupations);
- Travel Habits (including commuting patterns, mode of travel to work, and vehicle availability); and
- Summary (one item in red assumes that “Continuation of Existing Trends” will continue to be the preferred growth scenario for the metropolitan planning area).

A map showing environmental features in the metropolitan planning area will be part of this chapter once the Commission’s environmental corridor delineation project is complete.

As far as comments from members of both committees participating in the meeting were concerned:

- Heather Cleveland thought it was important to address the increasing elderly population and their emerging transportation needs in the plan.
- Charles Born asked about what Froedtert's plans were for the "Field of Dreams" property off Taylor Drive in northwest Sheboygan (at this point it looks like a hospital facility and senior housing are planned).

7. Alex Dums discussed WisDOT Northeast Region local program activities with everyone participating in the meeting.

Alex Dums stated that applications for special STP Urban projects under the BIL for federal fiscal year (FFY) 2022 were due on April 1, 2022.

Alex Dums noted that applications for Carbon Reduction Program projects for FFY 2022 are due on May 6, 2022, and added that infrastructure projects were being discouraged for that cycle. Jeffrey Agee-Aguayo asked when the 2023 – 2026 cycle for this program might be open; Alex Dums responded that the statewide coordinator of that program had not yet determined this.

Alex Dums indicated that applications for special STP Urban projects under the BIL for FFYs 2023 – 2026 would be due on June 3, 2022. Jeffrey Agee-Aguayo asked when MPOs would know their allocations under this program; Alex Dums thought that this might be known in early May.

Finally, Alex Dums commented that the status of projects in Sheboygan County can be found at: <https://projects.511wi.gov/region/northeast/>(.)

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

Jeffrey Agee-Aguayo stated that the main item that he had worked on since the last meeting was draft Chapter 5 of the *Year 2050 SATP* (Existing Condition of the Transportation Network). Most of the work has involved the transit, intercity passenger transportation, and freight networks, with the roadway networks section just getting started. Some gaps still need to be filled where information is still needed. Chris Garcia will be working on the bicycle and pedestrian transportation network sections of this chapter. The Commission's GIS staff is working on several maps for this chapter.

Jeffrey Agee-Aguayo noted that he, Chris Garcia and one other member of the Commission staff assisted the City of Sheboygan with preparation of a RAISE grant application, which was submitted to the USDOT on April 14, 2022. If awarded, this would lead to a bicycle and pedestrian bridge over the Sheboygan River connecting the South Pier to the Riverfront.

Jeffrey Agee-Aguayo indicated that the Wisconsin Department of Natural Resources approved the City of Sheboygan Falls' amendment to the *2030 Sheboygan Urbanized Area Sewer Service Plan* in a letter dated April 27, 2022.

Jeffrey Agee-Aguayo commented that he and Chris Garcia participated in a webinar on March 1, 2022, regarding changes to the Public Transit Agency Safety Plan (PTASP) process resulting from the BIL.

Jeffrey Agee-Aguayo stated that he and Chris Garcia participated in a conformity and travel forecast modeling discussion with transportation conformity stakeholders on March 9, 2022.

Jeffrey Agee-Aguayo noted that he and Chris Garcia participated in a BIL local programs webinar sponsored by WisDOT on March 10, 2022.

Jeffrey Agee-Aguayo indicated that he participated in a meeting of the full Bay-Lake Regional Planning Commission on March 11, 2022; the minor amendments to the *2022 – 2025 TIP* that were recommended for approval at the February 24, 2022, joint meeting of the MPO advisory committees were approved at this meeting.

Jeffrey Agee-Aguayo commented that he facilitated a quarterly meeting of the Northeast Wisconsin Regional Access to Transportation Committee (NEWRATC) at the Commission office and via teleconference the morning of April 12, 2022.

Jeffrey Agee-Aguayo stated that he participated in a quarterly meeting of the Wisconsin Department of Natural Resources Bureau of Air Management's Transportation Conformity Workgroup (via teleconference) the afternoon of April 12, 2022.

Chris Garcia noted that he participated in a quarterly meeting of MPO/RPC Directors on April 26, 2022.

Finally, Jeffrey Agee-Aguayo indicated that there may be a possible MPO/RPC/WisDOT/USDOT transportation planning conference held at Blue Harbor Resort and Conference Center in October.

8. The next meeting of the Sheboygan MPO Technical and Policy Advisory Committees was scheduled for **Thursday, May 26, 2022, at 1:00 p.m.** Agenda items will include continued review of draft Chapters 3 and 4 of the *Year 2050 SATP*, as well as an update on travel forecast modeling activities for the long-range transportation plan.

The status of COVID-19 in the area will determine whether this will be a “hybrid” (in person and virtual) or strictly virtual meeting.

Steve Sokolowski discussed the poor condition of certain signage along Interstate Highway 43 in Sheboygan County. Alex Dums responded that he would get in touch with WisDOT Northeast Region staff assigned to this area to get a status report on when these signs can be replaced.

9. **Moved** by Heather Cleveland and seconded by David Smith 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 2:34 p.m.

Recording secretary,

Jeffrey C. Agee-Aguayo