

MINUTES  
BAY-LAKE REGIONAL PLANNING COMMISSION  
TECHNICAL AND POLICY ADVISORY COMMITTEES SPECIAL JOINT MEETING  
July 28, 2022  
Sheboygan City Hall (Room 106)  
828 Center Avenue, Sheboygan  
(Also Conducted via Teleconference using Go to Meeting)

MEMBERS PRESENT:

Policy Advisory Committee: Heather Cleveland (Sheboygan Transit Commission)  
Nick Weber for Colleen Harris (WisDOT Northeast Region,  
Green Bay)

Technical Advisory Committee: Jerry Benzschawel (City of Sheboygan Falls Department of  
Public Works)  
David Bizot (Wisconsin Department of Natural Resources  
Bureau of Air Management)  
Aaron Brault (Sheboygan County Planning and Conservation  
Department)  
Karl Buck (Federal Highway Administration Wisconsin  
Division, Madison – Ex-Officio)  
Alex Dums (WisDOT Northeast Region, Green Bay)  
Ryan Sazama (City of Sheboygan Department of Public  
Works)  
Matt Schreiber (WisDOT Bureau of Planning and Economic  
Development, Madison)  
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)  
Charles Born (Town of Lima)  
Tom Holtan for Daniel Hein (Town of Sheboygan)  
Vernon Koch (Sheboygan County)  
Derek Muench (Shoreline Metro)  
Steve Sokolowski (City of Sheboygan Department of Planning  
and Development)  
Mayor Ryan Sorenson (City of Sheboygan)

OTHERS PRESENT: Shad Tenpas (City of Sheboygan Falls)

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

1. The meeting was called to order at 1:05 p.m. by Jeffrey Agee-Aguayo. Mr. Agee-Aguayo chaired the meeting because neither the Chairperson nor the Vice Chairperson of the Policy Advisory Committee were present, nor were the Chairperson and the Vice Chairperson of the Technical Advisory Committee present.

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

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

3. Jeffrey Agee-Aguayo projected the draft minutes of the May 26, 2022, joint meeting on the shared screen feature in Go to Meeting, distributed the draft minutes to those attending the meeting in person, and briefly reviewed those minutes. The draft minutes were also emailed to members of both committees in advance of the meeting.

**Moved** by David Smith and seconded by Jerry Benzschawel that both committees approve the minutes of the May 26, 2022, joint Technical Advisory Committee/Policy Advisory Committee meeting. Motion carried, with all voting aye on a voice vote.

4. Jeffrey Agee-Aguayo asked if there was any public input. Shad Tenpas (City Administrator, City of Sheboygan Falls) advocated for the Fond du Lac Avenue project receiving Surface Transportation Block Grant (STBG) Urban funds in this cycle. Mr. Tenpas discussed trip generators along and near the Fond du Lac Avenue corridor. Mr. Tenpas also noted that it had been a long time since the City of Sheboygan Falls had been awarded STBG Urban funding in the Sheboygan Urbanized Area. No additional public input was received.

5. Jeffrey Agee-Aguayo introduced Heena Bhatt, the Commission's new Transportation Planner, to members of both committees participating in the meeting. Ms. Bhatt started her employment with the Commission on July 25, 2022. Ms. Bhatt will work on projects in both the Sheboygan MPO program and in the Commission's Regional Transportation Planning Program. Ms. Bhatt has a bachelor's degree in Architecture from Gujarat, India, as well as a master's degree in Urban Agglomerations from the Frankfurt Institute of Applied Sciences in Germany. Ms. Bhatt's master's thesis was on transit-oriented development.

Heena Bhatt made remarks introducing herself to members of both committees participating in the meeting.

6. Members of both committees reviewed and recommended approval of a minor amendment to the *Sheboygan Metropolitan Planning Area Transportation Improvement Program (TIP): Calendar Years 2022 – 2025* to the Bay-Lake Regional Planning Commission. These materials were emailed to members of both committees in advance of the meeting.

Jeffrey Agee-Aguayo projected revisions to Table 5 (Calendar Years 2022 – 2025: Bicycle and Pedestrian Transportation Projects) on the shared screen feature in Go to Meeting. Revised Table 5 was also distributed to those attending the meeting in person who needed it. In addition, revised Table 5 was emailed to members of both committees in advance of the meeting.

Jeffrey Agee-Aguayo then reviewed the revisions with everyone in attendance, which included the following:

- TIP ID No.: 372-22-102: Transportation Access to Public Health Options: A Study for the Bay-Lake Region. This study covers all eight counties of the Bay-Lake Region including the Sheboygan Metropolitan Planning Area. The total cost of this added project is \$108,000, with the federal share being \$86,400, and with the local share being \$21,600. This project is being programmed for 2022. The federal funding source for this project is the Transportation Alternatives Program.
- TIP ID No.: 372-22-101: Enhancements: Grouped Projects. This is a technical correction in Table 5 for funding in 2025. The federal funding source for this project is also the Transportation Alternatives Program.

Jeffrey Agee-Aguayo also noted cost changes to the 2022 – 2025 funding summary in Table 5. Total WisDOT approved bicycle and pedestrian project funding (from all sources) increased by \$108,000. In addition, the source years for two of the sources in Table 5 were updated.

Jeffrey Agee-Aguayo projected the revised financial plan (fiscal constraint demonstration) for the August 2022 minor amendment to the *2022 – 2025 TIP* on the shared screen feature in Go to Meeting. The revised financial plan was also distributed to those attending the meeting in person who needed it. Jeffrey Agee-Aguayo then reviewed revisions to the financial plan, including

changes in Table 7 to the STBG line item in 2022 and overall, as well as changes to total Federal Highway Administration (FHWA) funding in 2022 and overall, as well as minor changes to the STBG bullet at the top of page 3 in the narrative.

As far as questions and comments regarding the minor amendment were concerned, Heather Cleveland stated that she wrote a letter of support for the above noted study, and wondered if there would be a kickoff meeting for the study in the near future; Jeffrey Agee-Aguayo responded that Brandon Robinson of the Commission staff would be the best contact to answer this question. Alex Dums noted that this study now has a WisDOT project identification number; Jeffrey Agee-Aguayo responded that he would be happy to include this number in Table 5 before final approval of this minor amendment to the TIP. Aaron Brault asked Alex Dums if WisDOT was able to obligate all of the 2022 Transportation Alternatives Program (TAP) funding; Alex Dums commented that all of this funding was obligated, which generated some discussion. Aaron Brault asked in general about what happens if a TAP infrastructure project needs additional funding; Alex Dums responded that typically, the federal participation with these projects is capped and no additional funding can be provided. Aaron Brault noted that the project that he was inquiring about was a project in the City of Plymouth.

**Moved** by David Smith and seconded by Jerry Benzschawel that both committees recommend approval of the presented minor amendment to the *Sheboygan Urbanized Area TIP: Calendar Years 2022 – 2025* to the Bay-Lake Regional Planning Commission. Motion carried, with all voting on a voice vote.

7. Members of both committees prioritized Surface Transportation Block Grant (STBG) Urban candidate projects submitted for the federal fiscal years (FFYs) 2023 – 2026 special funding cycle under the Bipartisan Infrastructure Law (BIL) in the Sheboygan Urbanized Area.

Jeffrey Agee-Aguayo projected Appendix G (STBG Urban Project Prioritization Policy) that has appeared in recent TIPs on the shared screen feature in Go to Meeting. Appendix G was also distributed to those attending the meeting in person who needed it. In addition, Appendix G was emailed to members of both committees in advance of the meeting. Jeffrey Agee-Aguayo briefly reviewed Appendix G with everyone participating in the meeting, and referred extensively to Appendix G when reviewing the scoring table.

Jeffrey Agee-Aguayo then projected the project rating and ranking table on the shared screen feature in Go to Meeting. The project rating and ranking table was also distributed to those attending the meeting in person who needed it. In addition, the project rating and ranking table was emailed to members of both committees in advance of the meeting. Based on the criteria presented in Appendix G of the TIP, the three STBG Urban candidate projects were rated and ranked in the following order:

- County Highway TA/South Taylor Drive from Union Avenue to Erie Avenue (21 points);

- Fond du Lac Avenue from State Highway 32/Main Street to Oak Street (18 points); and
- County Highways KK and V from County Highway EE/Weeden Creek Road to Stahl Road (13 points).

Jeffrey Agee-Aguayo referred to detailed notes that he had compiled in determining how each project rated under each of the evaluation criteria.

Finally, Jeffrey Agee-Aguayo projected a table showing the history of STP/STBG Urban projects that were awarded funding in the Sheboygan Urbanized Area on the shared screen feature in Go to Meeting. This table was also distributed to those attending the meeting in person. Jeffrey Agee-Aguayo reviewed this table with everyone in attendance.

As far as discussion from members of both committees was concerned:

- Emily Stewart advocated for the South Taylor Drive project. Ms. Stewart stated that this project would complement bicycle and pedestrian infrastructure investments completed along the corridor by Sheboygan County a few years ago. Ms. Stewart noted that this project did not get funded in the 2022 special cycle because of archaeological issues.
- Aaron Brault discussed recent traffic count levels along the South Taylor Drive and Fond du Lac Avenue corridors that were being considered for funding.
- Jerry Benzschawel advocated for the Fond du Lac Avenue project. Mr. Benzschawel stated that Fond du Lac Avenue is the old State Highway 23. Mr. Benzschawel noted that Fond du Lac Avenue had old rail lines, and that changes in the water supply led to additional patching along the corridor. The last time that this corridor had any work done to it was 1985. Mr. Benzschawel indicated that the corridor serves two schools as well as Kohler Company employees, and commented that this project is a high priority for city residents.
- Emily Stewart asked if the \$3,975,328 available this cycle included the FFY 2022 funding; Alex Dums responded that the current allocation did not include the FFY 2022 funding.
- Heather Cleveland had several questions regarding the candidate projects that were answered by Emily Stewart and Jerry Benzschawel.
- David Smith asked if the County Highways KK and V project was out of consideration; Jeffrey Agee-Aguayo responded that because of its low score coupled with its high cost, this was not a viable project to consider at this time (available funding would only cover just over 26 percent of the project cost, which may not be acceptable to WisDOT).
- Ryan Sazama stated that the City of Sheboygan supports the South Taylor Drive project, and gave several reasons for this support.

- Alex Dums commented that the next STBG Urban cycle would start in May 2023, with projects announced in 2024.
- Heather Cleveland had questions regarding pedestrian accommodations at the Willow Creek preserve that Emily Stewart answered.
- Aaron Brault had a question regarding the design status of the Fond du Lac Avenue project; Jerry Benzschawel responded that funding for design is dependent upon receiving the STBG Urban funding.
- Ryan Sazama had a question regarding the design status of the South Taylor Drive project; Emily Stewart responded that the project had been designed and was nearly ready to go.
- Jerry Benzschawel expressed frustration that nearly all recent STBG Urban project awards have gone to the City of Sheboygan or to Sheboygan County.
- In response to inquiries from members of both committees regarding whether the Fond du Lac Avenue project could be awarded funding for design only with the remainder being allocated to the South Taylor Drive project, Alex Dums stated that the STBG Urban program cannot fund only design, even if construction occurs in a later cycle.

Jeffrey Agee-Aguayo asked if there was further discussion; none was received.

**Moved** by Ryan Sazama and seconded by Heather Cleveland that the \$3,975,328 in STBG Urban funding in the FFYs 2023 – 2026 special funding cycle under the BIL in the Sheboygan Urbanized Area be allocated to the County Highway TA/South Taylor Drive project from Union Avenue to Erie Avenue. Under discussion (but not part of the motion), David Smith suggested giving special consideration to the Fond du Lac Avenue project from State Highway 32/Main Street to Oak Street in the next cycle. Motion carried on a roll call vote, with the following results:

In favor of the motion (aye): David Smith, Aaron Brault, Emily Stewart, Heather Cleveland, and Ryan Sazama

Opposed to the motion (nay): Jerry Benzschawel

Abstentions: Matt Schreiber, Alex Dums, Nick Weber, Karl Buck, and David Bizot

8. Neither Nick Weber nor Alex Dums had any update on WisDOT Northeast Region planning activities (including local programs) at this meeting.

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

Jeffrey Agee-Aguayo stated that he participated in a meeting of the Wisconsin Freight Advisory Committee (via teleconference) the morning of June 8, 2022.

Jeffrey Agee-Aguayo noted that he participated in a meeting of the full Bay-Lake Regional Planning Commission the morning of June 10, 2022, in which minor amendments to the 2022 – 2025 TIP that were recommended for approval by the MPO advisory committees in late May were approved.

Jeffrey Agee-Aguayo indicated that he participated in a virtual meeting regarding WisDOT's Electrification Plan on July 6, 2022.

Jeffrey Agee-Aguayo commented that he participated in a quarterly meeting of the Northeast Wisconsin Regional Access to Transportation Committee (NEWRATC) at East Central Wisconsin Regional Planning Commission and virtually the morning of July 12, 2022.

Jeffrey Agee-Aguayo stated that he participated in a quarterly meeting of the Wisconsin Department of Natural Resources (WDNR) Transportation Conformity Workgroup (via teleconference) the afternoon on July 12, 2022.

Jeffrey Agee-Aguayo noted that he and other Commission staff participated in an MPO mid-year work program review meeting with WisDOT and USDOT staff the morning of July 15, 2022.

Jeffrey Agee-Aguayo indicated that he and Heena Bhatt participated in a quarterly MPO/RPC Directors' meeting (via teleconference) on July 26, 2022.

Jeffrey Agee-Aguayo commented that Commission staff continued to make preparations for the 2022 MPO/RPC/WisDOT/USDOT transportation planning conference to be held at Blue Harbor Resort and Conference Center in October.

Jeffrey Agee-Aguayo stated that staff continue to work on the *Year 2050 Sheboygan Area Transportation Plan (SATP)*, including completion of draft Chapter 5 (Existing Condition of the Transportation Network), and commencement of draft Chapters 6 (Transportation and Land Use) and 9 (Financial Plan), along with review of inputs into the travel demand forecast model.

Jeffrey Agee-Aguayo noted that staff continued to provide technical assistance to Shoreline Metro on items such as quarterly Community Development Block Grant (CDBG) reports, the Transit Asset Management (TAM) plan and targets, and Public Transit Agency Safety Plan (PTASP) revised targets.

Finally, Jeffrey Agee-Aguayo indicated that staff have started to analyze highway safety targets for the Sheboygan Metropolitan Planning Area.

9. Jeffrey Agee-Aguayo stated that the next meeting of the Sheboygan MPO Technical and Policy Advisory Committees is scheduled for **Thursday, September 8, 2022, at 1:00 p.m.** Agenda items will include: releasing the *2023 – 2026 TIP* for a 30-day public comment period (including a public hearing within the public comment period); review of a mid-year report on the progress of projects in the *2022 – 2025 TIP*; review of work elements in the draft *2023 Sheboygan Metropolitan Planning Area Transportation Planning Work Program*; review and recommendation of approval of the 2022 Shoreline Metro Transit Asset Management (TAM) Plan; and beginning review of draft Chapter 5 of the *Year 2050 SATP*.

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

10. **Moved** by David Smith and seconded by Jerry Benzschawel 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 2:18 p.m.

Recording secretary,

Jeffrey C. Agee-Aguayo