

MINUTES  
BAY-LAKE REGIONAL PLANNING COMMISSION  
SHEBOYGAN METROPOLITAN AREA  
TECHNICAL AND POLICY ADVISORY COMMITTEES JOINT MEETING  
October 24, 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)  
Matt Halada for Will Dorsey (WisDOT Northeast Region, Green Bay)  
Vernon Koch for Tom Wegner (Sheboygan County)

Technical Advisory Committee: Jerry Benzschawel (City of Sheboygan Falls Department of Public Works)  
Tyler Betry for Aaron Brault (Sheboygan County Planning and Conservation Department)  
Sandra Carpenter (WisDOT Northeast Region, Green Bay, by phone)  
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)  
Ryan Sazama (City of Sheboygan Department of Public Works)  
Greg Schnell (Sheboygan County Transportation Department)  
Steve Sokolowski (City of Sheboygan Department of Planning and Development)

MEMBERS EXCUSED: David Biebel (City of Sheboygan Department of Public Works)  
Bill Blashka for Daniel Hein (Town of Sheboygan)  
Brett Edgerle (Village of Kohler)  
Derek Muench (Shoreline Metro)  
Sheriff Cory Roeseler (Sheboygan County Traffic Safety Commission Representative to the MPO Technical Advisory Committee)  
David Smith (Bicycle and Pedestrian Transportation Advocate)  
Mayor Mike Vandersteen (City of Sheboygan)

OTHERS PRESENT: Joe Holzwart (Donohue and Associates)

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, staff and others in attendance 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 Matt Halada and seconded by Jim Glavan that both committees approve the agenda for the October 24, 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 Greg Schnell that both committees approve the minutes of the September 5, 2019, 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 and recommended approval of the *Sheboygan Metropolitan Planning Area Transportation Improvement Program (TIP): Calendar Years 2020 – 2023* to the Bay-Lake Regional Planning Commission.

Jeffrey Agee-Aguayo distributed Power Point slides of a presentation on the *2020 – 2023 TIP* to everyone in attendance, and noted that the draft *2020 – 2023 TIP* was e-mailed to members of both committees on September 25, 2019, the start of the 30 day public comment period on the document. Jeffrey Agee-Aguayo also distributed the packet of tables in the main body of the *2020 – 2023 TIP* to everyone in attendance, but this was not reviewed at the meeting.

Jeffrey Agee-Aguayo then gave the Power Point presentation regarding the *2020 – 2023 TIP*.

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: 2020 – 2023;
- Map 2: Street and Highway Improvement Projects Completed or In Progress in 2019;

- Map E.1: 2020 – 2023 Street and Highway Improvement Project Locations and Environmental Justice Target Areas;
- Map E.2: 2020 – 2023 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 *2020 – 2023 TIP* held on October 16, 2019. There were two attendees at the public hearing: a representative from Lakeshore Technical College (LTC) in Cleveland, and a resident of the City of Sheboygan. Comments raised by hearing attendees included:

- The need to provide improved transportation services to Sheboygan area residents who attend LTC, particularly regarding career-related transportation; and
- The need to address traffic on Union Avenue between S. 26<sup>th</sup> Street and S. Taylor Drive, particularly with increased traffic expected to take place with the addition of a hospital in the vicinity. The addition of a turn lane on Union Avenue that would accommodate Horace Mann Middle School and a large apartment complex was suggested. The commenter indicated that Union Avenue (as currently configured in this area) was not conducive to bicycle traffic, adding that there was not a good way to get to the Taylor Drive bicycle and pedestrian trail from Union Avenue that was safe.

Written comments on the *2020 – 2023 TIP* came from the previously referenced City of Sheboygan resident as well as from Edward Procek (Sheboygan County Board supervisor and Bay-Lake RPC Commissioner). The written comments from the City of Sheboygan resident reflected his comments at the public hearing (Union Avenue traffic, etc.). The written comments from Mr. Procek were varied, and addressed topics such as the need for increased operating and capital investment in transit, the need to substantially improve the South Taylor Drive and Union Avenue intersection, and the need for an interchange at Interstate Highway 43 and County Highway PP/Indiana Avenue.

Jeffrey Agee-Aguayo also noted some written comments that he received from staff of the WisDOT Bureau of Planning and Economic Development. One comment suggested “beefing up” the financial plan (fiscal constraint demonstration) portion of the *2020 – 2023 TIP* in the area of documenting operations and maintenance revenues. A second comment related to some potential modifications to Appendix I of the *2020 – 2023 TIP* (Performance Measures in the Sheboygan Metropolitan Planning Area TIP). Jeffrey Agee-Aguayo stated that he would take these comments into consideration when editing the final document.

There were no questions or comments from members of either committee regarding the *2020 – 2023 TIP*.

**Moved** by Charles Born and seconded by Jim Glavan that both committees recommend approval of the *Sheboygan Metropolitan Planning Area Transportation Improvement Program (TIP): Calendar Years 2020 – 2023* 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 *2020 Sheboygan Metropolitan Planning Area Transportation Planning Work Program* to the Bay-Lake Regional Planning Commission.

Jeffrey Agee-Aguayo distributed and reviewed the 2020 Work Program Summary and Summary Budget (pp. 8 – 11 of the 2020 Work Program) with everyone in attendance, and noted that the draft 2020 Work Program was e-mailed to members of both committees in advance of the meeting. The draft *2020 Sheboygan Metropolitan Planning Area Transportation Planning Work Program* was also projected onto the screen in the meeting room. 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 2020 (besides annual activities) will include: beginning preparation of the next long-range transportation plan due in April 2023; continued discussion and coordination of performance measurements and establishment of state and MPO performance targets; preparation of the Update to the *Title VI and Non-Discrimination Program/Limited English Proficiency Plan*; possible completion of an *MPO Public Participation Plan Update*; preparation of the *2020 Coordinated Public Transit – Human Services Transportation Plan for Sheboygan County*; 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 a new Transportation Planner I would spend about half their time on MPO-related duties once hired in mid-2020, that the Commission’s Community Assistance Planner would spend about 15 hours per week on MPO-related duties in the first half of 2020, and that the Commission’s GIS Specialist would spend about 40 hours a month on MPO-related duties.

Jeffrey Agee-Aguayo also distributed and briefly reviewed the following appendices in the 2020 Work Program:

- Appendix E: Schedule for the Update to the Long-Range Transportation Plan Due in April 2023 (p. 41); and
- Appendix F: 2020 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. 45).

Jeffrey Agee-Aguayo stated that he and other Commission staff met with WisDOT and FHWA staff to review the 2020 Work Program in a teleconference held on October 7, 2019. The only substantive comment raised in this teleconference meeting was that the WisDOT Bureau of Planning and Economic Development representative to the MPO Technical Advisory Committee should be changed in Appendix J (p. 63).

There were no questions or comments from members of either committee regarding the 2020 Work Program.

**Moved** by Greg Schnell and seconded by Vernon Koch that both committees recommend approval of the *2020 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 prioritized Surface Transportation Block Grant (STBG) Urban candidate projects submitted for the 2020 – 2025 funding cycle in the Sheboygan Urbanized Area.

Jeffrey Agee-Aguayo distributed and reviewed the two STBG Urban candidate project applications. The following projects were submitted:

- County Highway EE/Weeden Creek Road from County Highway OK/South Business Drive to South 12<sup>th</sup> Street (Project Sponsor: Sheboygan County); and
- Fond du Lac Avenue from State Highway 32/Main Street to Rangeline Road (Project Sponsor: City of Sheboygan Falls).

Jeffrey Agee-Aguayo also distributed and reviewed Appendix G of the TIP (STBG Urban Project Prioritization Policy), and noted that this appendix would be referred to frequently when discussing the project rating table.

Jeffrey Agee-Aguayo then distributed and reviewed a table showing the history of STP/STBG Urban projects that were awarded funding in the Sheboygan Urbanized Area since 1991.

Finally, Jeffrey Agee-Aguayo distributed and reviewed the project rating and ranking table with everyone in attendance (*Note: This table is attached to these minutes*), and this table was also projected onto the screen in the meeting room. Based on the criteria presented in Appendix G of

the TIP and on discussion among members of both committees at this meeting, the two STBG Urban candidate Projects were rated and ranked in the following order:

- County Highway EE/Weeden Creek Road from County Highway OK/South Business Drive to South 12<sup>th</sup> Street (19 points); and
- Fond du Lac Avenue from State Highway 32/Main Street to Rangeline Road (15 points).

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

As far as discussion from members of both committees was concerned, Steven Bauer had a question regarding elementary and middle school traffic loading onto Fond du Lac Avenue that Jerry Benzschawel answered. Greg Schnell discussed similar school traffic involving Jackson Elementary School along County Highway EE/Weeden Creek Road.

Steve Sokolowski discussed deficiencies along County Highway EE/Weeden Creek Road, and Ryan Sazama discussed bicycle and pedestrian transportation difficulties along this corridor.

Jerry Benzschawel discussed the need for the Fond du Lac Avenue project, and Joe Holzwart discussed bike lanes that would be built as part of this project.

Matt Halada asked about crosswalks that would be included with these projects; Greg Schnell discussed these for the County Highway EE/Weeden Creek Road project, and Jerry Benzschawel discussed these for the Fond du Lac Avenue project.

Jerry Benzschawel discussed the history of the STP/STBG Urban program in the area, noting that the City of Sheboygan Falls had been part of an STP/STBG Urban project only twice.

There was no further discussion among members of either committee.

**Moved** by Steve Sokolowski and seconded by Ryan Sazama that both committees approve the ranking of the STBG Urban candidate projects as presented (and slightly amended – the Fond du Lac Avenue project increased one point upon committee review, but its standing as the second ranked project stayed the same. Motion carried, with all but one of the members of both committees present voting aye, and with one individual (Jerry Benzschawel) voting nay on a voice vote.

8. Matt Halada discussed WisDOT Northeast Region planning activities and construction projects in Sheboygan County with everyone in attendance. (*Note: This report is attached to these minutes*).

Matt Halada stated that the bridge rehabilitation project involving the County Highway FF overpass over Interstate Highway 43 has been completed.

Matt Halada noted that the State Highway 23 expansion project between Plymouth and Fond du Lac was ongoing, and provided details regarding the status of this project.

Greg Schnell asked about the timing of the State Highway 28/County Highway EE roundabout project, commenting that he heard that the project might have been moved from 2020 to 2021; Matt Halada responded that he would look into this. Jeffrey Agee-Aguayo stated that this could be handled as a minor amendment to the TIP that was just approved in early 2020 if the project implementation year does change.

Matt Halada indicated that the Transportation Alternatives Program (TAP) cycle was open, adding that the deadline for applications was January 24, 2020.

Finally, Matt Halada stated that deadline for applications under WisDOT's Multimodal Local Supplement (MLS) program was December 6, 2019. Matt Halada encouraged area jurisdictions to apply for projects under this program. Charles Born stated that the Town of Lima planned to apply for MLS funding for a project on Ourtown Road.

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

Jeffrey Agee-Aguayo stated that he participated in the annual MPO/RPC/WisDOT/FHWA transportation planning conference in Eau Claire on September 10 and 11, 2019, adding that he gave a presentation on interactive features of the recently approved Update to the *Year 2045 Sheboygan Area Transportation Plan (SATP)* the morning of September 11, 2019.

Jeffrey Agee-Aguayo noted that he participated in a quarterly MPO/RPC Directors' meeting in Eau Claire the afternoon of September 11, 2019.

Jeffrey Agee-Aguayo indicated that the *2019 Shoreline Metro Transit Asset Management (TAM) Plan* was approved for the MPO by the Bay-Lake Regional Planning Commission on September 13, 2019, and was approved by the Sheboygan Transit Commission on October 22, 2019. This plan was submitted to the Federal Transit Administration (FTA) and to WisDOT on October 23, 2019.

Jeffrey Agee-Aguayo commented that he participated in a Congestion Mitigation and Air Quality (CMAQ) program project review meeting on October 1, 2019, via teleconference (the meeting was held at the Southeastern Wisconsin RPC office near Waukesha).

Jeffrey Agee-Aguayo stated that he participated in a quarterly meeting of the Wisconsin DNR's Transportation Conformity Work Group on October 8, 2019, via teleconference (the meeting was held at DNR headquarters in Madison). The air quality conformity analysis on the *2020 – 2023 TIP* was presented at this meeting.

Jeffrey Agee-Aguayo noted that he participated in a quarterly meeting of the Northeast Wisconsin Regional Access to Transportation Committee (NEWRATC) at Green Bay Metro on October 15, 2019.

Jeffrey Agee-Aguayo indicated that he would be participating in a meeting of the Bay-Lake Regional Planning Commission Executive Committee on October 25, 2019, at the Commission office. Agenda items at this meeting will include approval of the *Sheboygan Metropolitan Planning Area TIP: Calendar Years 2020 – 2023* and of the *2020 Sheboygan Metropolitan Planning Area Transportation Planning Work Program*, both of which were recommended for approval at this meeting of the MPO advisory committees.

Jeffrey Agee-Aguayo commented that he would be participating in the New North Freight Summit in Appleton the afternoon of November 11, 2019, and added that he had participated in several teleconference meetings with various cosponsors to plan this summit.

Finally, Jeffrey Agee-Aguayo stated that he would be participating in a freight planning workshop sponsored by the Federal Highway Administration (FHWA) Wisconsin Division in Madison on November 19 and 20, 2019.

9. The next meeting of the Sheboygan MPO Technical and Policy Advisory Committees was scheduled for **Thursday, December 12, 2019, at 1:00 p.m.**

10. **Moved** by Jim Glavan and seconded by Charles Born 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 2:24 p.m.

Recording secretary,

Jeffrey C. Agee-Aguayo



<b>STBG URBAN SYSTEM PROJECT PRIORITIZATION POLICY</b> <b>TRANSPORTATION IMPROVEMENT PROGRAM (TIP)</b> <b>SHEBOYGAN URBANIZED AREA</b> <b>2020 - 2025 FUNDING PERIOD</b> <b>STREET AND HIGHWAY PROJECTS</b> (As Revised by the Sheboygan MPO Technical and Policy Advisory Committees at Their Joint Meeting on <b>October 24, 2019)</b>		
	<b>CTHEE/Weeden Creek Rd.:            CTHOK/S. Business Dr. to            S. 12th St.</b>	<b>Fond du Lac Ave.:            STH 32/Main St. to            Rangeline Rd.</b>
<b>PROJECT COST</b>	\$6,660,000	\$5,377,072
<b><u>PROJECT LEVEL ELIGIBILITY:</u></b>		
<b>TIP INCLUSION/AIR QUALITY</b>	Yes	Yes
<b>SATP INCLUSION</b>	Yes	Yes
<b><u>CRITERION:</u></b>		
<b>CURRENT OR POTENTIAL DEMAND (0 to 10)</b>	0	0
<b>IMPORTANCE OF FACILITY IN URBAN TRANSPORTATION SYSTEM (0 to 5)</b>	3	3
<b>CONDITION (0 to 10)</b>	8	6
<b>MULTIMODALISM (-5 to +5)</b>	3	2
<b>TRANSPORTATION SAFETY (0 to 5)</b>	5	5
<b>TOTAL SCORE (-5 to +30)</b>	19	16
<b>MPO TAC/PAC RANKING</b>	1	2
NOTE: The total amount of STBG Urban funding available for programming projects in the 2020 - 2025 cycle is <b>\$3,610,997</b> . Local units of government must match their projects at a 20 percent level or higher. The minimum level of federal participation with STBG Urban projects is expected to be set at 50 percent.		
Source: Bay-Lake Regional Planning Commission, 2019.		

## **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.

**October 14 to October 18:** Contractor removed traffic control and opened road.

**October 21 to October 25:** Project complete.

### **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.

**October 7 to October 11:** Limited work due to rainfall. There will be project staff onsite to monitor the condition of the completed work.

**October 14 to October 18:** The work on the box culvert near County A will be ongoing. 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. Work will continue at the west end of the project near Chickadee Road. The contractor is planning on having a pipe crew on-site to place pipes along the project as well. Work will continue Inez Court. Contractor will continue building the Fond du Lac County Mitigation site and continue stripping southern Theel Mitigation waste site, as weather permits.

**Traffic Impacts:** Traffic not impacted and will continue to utilize existing WIS 23.

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