

MINUTES  
BAY-LAKE REGIONAL PLANNING COMMISSION  
SHEBOYGAN METROPOLITAN AREA  
TECHNICAL AND POLICY ADVISORY COMMITTEES JOINT MEETING  
March 21, 2019  
Sheboygan County Administration Building (Room 119), Sheboygan

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

Policy Advisory Committee: Matt Halada for Will Dorsey (WisDOT Northeast Region, Green  
Bay, by phone)  
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)  
Brett Edgerle (Village of Kohler)  
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)  
Steve Sokolowski (City of Sheboygan Department of Planning  
and Development)  
Emily Stewart for Greg Schnell (Sheboygan County  
Transportation Department)

MEMBERS EXCUSED: Aaron Brault (Sheboygan County Planning and Conservation  
Department)  
Mike Friedlander (Wisconsin Department of Natural Resources  
Bureau of Air Management, Madison)  
Derek Muench (Shoreline Metro)

OTHERS PRESENT: None

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

1. The meeting was called to order at 1:03 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 Jim Glavan and seconded by Brett Edgerle that both committees approve the agenda for the March 21, 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 Vernon Koch that both committees approve the minutes of the February 28, 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 recently completed chapters of the Update to the *Year 2045 Sheboygan Area Transportation Plan (SATP)*.

A. Members of both committees reviewed draft Chapter 1 (Introduction)

Jeffrey Agee-Aguayo distributed copies of draft Chapter 1 to everyone in attendance, and this chapter was projected on the screen in the meeting room. Jeffrey Agee-Aguayo then reviewed draft Chapter 1 with members of both committees in attendance. This chapter started with a discussion of study purpose and need, followed by an overview of the plan. In the plan overview, the content of each of the nine chapters in the plan was discussed, and the eight appendices that will be included in the plan was also briefly discussed.

There were no questions or comments from members of either committee regarding draft Chapter 1.

B. Members of both committees reviewed draft Chapter 9 (Financial Plan)

Jeffrey Agee-Aguayo distributed copies of draft Chapter 9 to everyone in attendance, and this chapter was also projected on the screen in the meeting room. Jeffrey Agee-Aguayo then reviewed draft Chapter 9 with members of both committees in attendance.

Draft Chapter 9 started with an introduction. Streets and highways were the first mode to be addressed; a listing of available street and highway funding sources was discussed first, followed by an analysis of historic street and highway funding at the local state and federal levels (Tables 9.1 and 9.2). Long-range street and highway funding was then discussed, including average local transportation expenditures and projected revenue (Table 9.3), WisDOT state and federal

funding projections for street and highway activities in the metropolitan planning area (Table 9.4), and a long-range funding summary for street and highway activities in the metropolitan planning area (Table 9.5). Long-range street and highway operations and maintenance, preservation and reconstruction needs were discussed next; recommended street and highway projects (from Chapter 7) were discussed (Table 9.6), followed by discussion of street and highway operations, maintenance and preservation needs (Table 9.7), and a summary of long-range financial needs for street and highway activities (Table 9.8). Transit was the second mode to be addressed (Table 9.9); transit capital projects were discussed first, followed by discussion of transit operating expenses. Bicycle and pedestrian transportation was the third and final mode to be addressed; following an introduction to funding for this mode, Table 9.10 analyzed projected expenditures and estimated funding resources for projects, operations and maintenance in this mode.

Toward the end of draft Chapter 9, a summary of revenues and costs is provided for each mode. The street and highway revenue and cost summary can be found in Table 9.11, while the transit revenue and cost summary can be found in Table 9.12, and the bicycle and pedestrian transportation revenue and cost summary can be found in Table 9.13. For streets and highways and for bicycle and pedestrian transportation, projected revenues exceeded costs slightly, while in the case of transit, projected revenues and costs matched. Draft Chapter 9 ends with a brief conclusion.

There were no questions or comments from members of either committee regarding draft Chapter 9.

C. Jeffrey Agee-Aguayo asked members of both committees if they had any questions or comments on any other draft chapters that were presented at previous meetings; these chapters could be projected on the screen in the meeting room as needed. Previously prepared draft chapters included the following:

- Chapter 2: Metropolitan Transportation Planning Process;
- Chapter 3: Profile of the Metropolitan Planning Area;
- Chapter 4: Mission Statement, Goals and Objectives;
- Chapter 5: Existing Condition of the Transportation Network;
- Chapter 6: Transportation and Land Use;
- Chapter 7: Recommended Transportation Plan; and
- Chapter 8: Mitigation of Environmental Impacts of Major Transportation Projects.

There were no further questions or comments from members of either committee regarding draft Chapters 2 through 8.

6. Members of both committees reviewed significant appendices in the Update to the *Year 2045 SATP*.

Jeffrey Agee-Aguayo stated that Appendices A (Glossary of Terms) and B (Documentation of Meeting MAP-21 and FAST Act Requirements Since Approval of the Original *Year 2045 SATP*) were reviewed at the February 28, 2019, joint meeting of the Sheboygan MPO Technical and Policy Advisory Committees.

Jeffrey Agee-Aguayo briefly reviewed Appendix C (Air Quality Conformity Assessment). While the entire assessment was reviewed by projecting it in the meeting room, the focus of the review was on Tables C.5 and C.6, which were distributed to members of both committees for review. These tables compare forecast volatile organic compound (VOC) and nitrogen oxide (NOx) emissions from the transportation system in Sheboygan County with plan implementation in 2018, 2028, 2038 and 2045 vis-à-vis the 2018 emission budgets for these pollutants. Forecast emissions for both pollutants were below the 2018 budgets established by the WDNR and deemed adequate by the USEPA.

Jeffrey Agee-Aguayo briefly reviewed Appendix D (Financial Plan Supporting Documentation) by projecting it in the meeting room. This appendix was a series of guidance e-mails and one table, all of which were supplied by WisDOT in support of the development of Chapter 9 of the plan.

Jeffrey Agee-Aguayo noted that Appendix E (Statement of Impacts of Projects in the Update to the *Year 2045 SATP* on Environmental Justice) was reviewed at the February 28, 2019, joint meeting of the Sheboygan MPO Technical and Policy Advisory Committees.

Jeffrey Agee-Aguayo indicated that Appendix F (Public Participation Process for the Update to the *Year 2045 SATP*) was gradually coming together.

Jeffrey Agee-Aguayo commented that Appendix G (Minutes of the Multiagency Environmental Consultation Meeting) would be prepared once that meeting had been conducted.

Finally, Jeffrey Agee-Aguayo stated that Appendix H (Sheboygan MPO Technical and Policy Advisory Committee Membership) was complete, but added that there was no need to review this appendix, since it has been included in many other MPO planning documents that members of both committees were familiar with.

There were no questions or comments from members of either committee regarding any of the draft appendices in the Update to the *Year 2045 SATP*.

7. Members of both committees released the draft Update to the *Year 2045 SATP* for a 30 day public review period (including a public hearing).

**Moved** by Brett Edgerle and seconded by Mayor Mike Vandersteen that both committees release the draft Update to the *Year 2045 SATP* for a 30 day public comment period (including a public hearing). Motion carried, with all voting aye on a voice vote.

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

Matt Halada noted several local program projects scheduled in Sheboygan County in 2019, including the following:

- The Alliant Energy Utility Corridor Multiuse Path project from South Business Drive to South 18<sup>th</sup> Street (let date of January 15, 2019);
- Woodland Road in the Town of Plymouth: Replacement of Bridge over the Mullet River (let date of February 12, 2019);
- Luelloff Road in the Town of Mosel: Replacement of Bridge over Seven Mile Creek (let date of March 12, 2019);
- County Highway O in the Town of Sheboygan Falls: Replacement of Bridge over the Sheboygan River (let date of March 12, 2019 – TIP says that this is a tributary to the Sheboygan River);
- Superior Avenue from North Taylor Drive to North 29<sup>th</sup> Street in the City of Sheboygan: Reconstruction (let date of March 12, 2019);
- North Avenue from Calumet Drive to North 15<sup>th</sup> Street in the City of Sheboygan: Reconstruction (let date of March 12, 2019 –TIP says that this project extends 300 feet east of North 15<sup>th</sup> Street);
- Pennsylvania Avenue in the City of Sheboygan: Rehabilitation of Bridge over the Sheboygan River (let date of March 12, 2019 – TIP says that this is a bridge replacement project); and
- Replacement of three bridges in the Town of Sherman (two bridges on Silver Creek Cascade Road over the north branch of the Milwaukee River, and one bridge on Creek Road over Silver Creek – let date of July 9, 2019).

Matt Halada stated that WisDOT was still waiting to see what happens with the State Highway 23 “majors” project from west of Plymouth to Fond du Lac. The deadline for presenting legal challenges to this project is March 25, 2019. If the project is allowed to proceed, it will start in late May. Matt Halada discussed traffic impacts that would occur with this project. *(Note: The WisDOT Northeast Region notified the Commission that there were no legal challenges to this project on March 26, 2019).*

Finally, Matt Halada discussed a project involving the painting of bridges over the Sheboygan River and Otter Creek on State Highway 57 between Plymouth and Kiel. This project will take place between April and mid-August.

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

Jeffrey Agee-Aguayo stated that he had provided Community Development Block Grant (CDBG) application assistance to Shoreline Metro recently.

Jeffrey Agee-Aguayo discussed the upcoming 30 day public comment period and public hearing on the Update to the *Year 2045 SATP*. The public comment period will begin next week, and will run through late April. Now that both committees released the plan for the public comment period, the public hearing can be scheduled, and will take place in April.

Jeffrey Agee-Aguayo discussed the upcoming environmental consultation meeting on the Update to the *Year 2045 SATP*, which is in the process of being scheduled.

Jeffrey Agee-Aguayo noted that he and the Commission's Administrative Assistant would participate in Federal Highway Administration (FHWA) planning grant management training in Madison on March 27 and 28, 2019.

Jeffrey Agee-Aguayo indicated that he would be presenting the air quality conformity assessment of the Update to the *Year 2045 SATP* to the WDNR Transportation Conformity Workgroup at its quarterly meeting on April 10, 2019.

Finally, Jeffrey Agee-Aguayo commented that he would participate in a quarterly meeting of the Northeast Wisconsin Regional Access to Transportation Committee (NEWRATC) in Green Bay on April 16, 2019.

9. The next meeting of the Sheboygan MPO Technical and Policy Advisory Committees was scheduled for **Thursday, April 25, 2019, at 1:00 p.m.**

Jeffrey Agee-Aguayo stated that he would only e-mail agenda packets to members of both committees effective with the April meeting (no more paper mailings). However, Steven Bauer and Jim Glavan stated their preference to continue receiving paper copies of the agenda packet mailings.

Brett Edgerle stated that he would be unable to attend the April 25, 2019, meeting.

10. **Moved** by Brett Edgerle 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 1:39 p.m.

Recording secretary,

Jeffrey C. Agee-Aguayo

**Local Program Projects - Sheboygan County 2019**

PROJID	RTNM	RTETY	TITLE	LIMITS	CONCEPT	CNCP_CD	SCHD_DT
49962271	HWY	NON	UTILITY CORRIDOR MULTI-USE PATH	S. BUSINESS DR - S. 18TH ST	CONST/MISC	MISC	1/15/2019
42040771	STR	LOC	T PLYMOUTH, WOODLAND ROAD	MULLET RIVER BRIDGE	CONST/BRIDGE REPLACEMENT	BRRPL	2/12/2019
41970471	STR	LOC	T MOSEL, LUELLOFF ROAD	SEVEN MILE CREEK BRIDGE B590205	CONST/BRIDGE REPLACEMENT	BRRPL	3/12/2019
42690571	O	CTH	T SHEBOYGAN FALLS, CTH O	SHEBOYGAN RIVER BRIDGE B590198	CONST/BRIDGE REPLACEMENT	BRRPL	3/12/2019
49960173	O	CTH	C SHEBOYGAN, SUPERIOR AVE	N TAYLOR DR TO N 29TH ST	CONST/RECAST	RECAST	3/12/2019
49960179	STR	LOC	C SHEBOYGAN, NORTH AVE	CALUMET DR TO 15TH ST	CONST/RECAST	RECAST	3/12/2019
49962571	STR	LOC	C SHEBOYGAN, PENNSYLVANIA AVE	SHEBOYGAN RIVER BRIDGE	CONST/REHAB	BRRHB	3/12/2019
42020471	STR	LOC	T SHERMAN, SILVER CREEK CASCADE RD	N BRANCH MILWAUKEE RIVER BRIDGE NOR	CONST/BRIDGE REPLACEMENT	BRRPL	7/9/2019
42020571	STR	LOC	T SHERMAN, SILVER CREEK CASCADE RD	N BRANCH MILWAUKEE RIVER BRIDGE SOU	CONST/REPLACEMENT	BRRPL	7/9/2019
42020671	STR	LOC	T SHERMAN, CREEK ROAD	SILVER CREEK BRIDGE	CONST/BRIDGE REPLACEMENT	BRRPL	7/9/2019

**State Highway Projects - SHEBOYGAN COUNTY 2019**

**WIS 23 Expansion**

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

Length of project in miles: 7.42 miles

Construction schedule: Late May to mid-November 2019.

Description of work: This work is part of the WIS 23 4-lane, on-alignment expansion project scheduled for 2019-2021 in Sheboygan and Fond du Lac counties. Work will begin in Sheboygan County and 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.

Traffic impacts: WIS 23 will remain open to one lane in each direction on the existing lanes at all times except for a single nighttime closure for construction of a culvert near Division Road. A single nighttime WIS 23 closure and associated detour will be required when constructing a culvert located approximately 900 feet east of Division Road. The short term WIS 23 detour will follow County G, County C, and County T.

WIS 23 Expansion Design Website: <https://wisconsin.gov/Pages/projects/by-region/ne/wis23exp/default.aspx>

**Sheboygan River and Otter Creek Bridge Painting**

Location/limits: Sheboygan River bridge and Otter Creek bridge on WIS 57 between Kiel and Plymouth.

Length of project: On-bridge

Construction start/finish schedule: Approximately one month painting project to be completed anytime between April and mid-August 2019.

Description of work: Blasting and painting of steel girders on two bridges over the Sheboygan River and Otter Creek. The Otter Creek bridge will also receive a polymer overlay on the bridge deck. Bridges will be closed to all traffic during the work.

Traffic impacts: The detour for the Otter Creek Bridge closure is via County J, WIS 67, WIS 23. The detour for Sheboygan River Bridge closure will be via County EH, County MC, and WIS 32. In-construction weekly updates: <https://projects.511wi.gov/weeklyupdates-ne/>

