



**Sheboygan Metropolitan Planning Area  
Transportation Improvement Program  
Calendar Years 2021-2024  
November 2020**

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**SHEBOYGAN METROPOLITAN PLANNING AREA  
TRANSPORTATION IMPROVEMENT PROGRAM  
CALENDAR YEARS 2021 - 2024**

**Prepared by:  
Bay-Lake Regional Planning Commission**

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The contents of this report reflect the views of the Bay-Lake Regional Planning Commission, which is responsible for the facts and the accuracy of the data presented herein. The contents do not necessarily reflect the official views and policies of the U.S. Department of Transportation. This report does not constitute a standard, specification or regulation.

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## INTRODUCTION

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Federal regulations require each metropolitan planning organization (MPO) to prepare a Transportation Improvement Program (TIP) consisting of a multiyear program of projects. Transit operating and capital projects, elderly and disabled transportation operating and capital projects, bicycle and pedestrian transportation projects, and street and highway improvement projects must be included in an approved TIP program of projects to be eligible for federal aid. The TIP also serves as a list of upcoming transportation projects and covers a period of at least four years.

The TIP must be created in collaboration with the state and public transit providers. It should incorporate all regionally significant projects receiving FHWA or FTA funds, or for which FHWA or FTA approval is required, in addition to non-federally funded projects that are consistent with the metropolitan long-range transportation plan. Furthermore, the TIP must be fiscally constrained.

Minor civil divisions within the Sheboygan Metropolitan Planning Area include:

- City of Sheboygan;
- City of Sheboygan Falls;
- Village of Howards Grove;
- Village of Kohler;
- Town of Sheboygan; and
- Portions of the Towns of Herman, Lima, Mosel, Sheboygan Falls, and Wilson

Jurisdictions in the urbanized portion of the metropolitan planning area were requested to submit projects for consideration using Surface Transportation Block Grant (STBG) Urban funding; these projects were prioritized using the *STBG Urban Project Prioritization Policy* developed by the MPO (see Appendix G). One project that appears in Table 6 of this TIP has been awarded funding from the urbanized area allocation component of the STBG for the 2020 – 2025 funding cycle:

- County Highway EE/Weeden Creek Road from County Highway OK/South Business Drive to County Highway KK/South 12<sup>th</sup> Street: Reconstruction with no increase in capacity (project sponsor is Sheboygan County; construction is scheduled for 2024).

Street and highway projects were also requested of area municipalities, the Sheboygan County Transportation Department, and the Wisconsin Department of Transportation.

Transit capital projects and operating expenses for the period covered by this TIP were requested of Shoreline Metro. The Sheboygan County Health and Human Services Department's Aging

and Disability Resource Center (ADRC) and the Wisconsin Department of Transportation submitted specialized transportation projects and capital items for inclusion in this TIP.

The priority system for street and highway, transit capital, and bicycle and pedestrian transportation projects is based on the programmed project year. Priorities are established by the responsible agencies in the submittal of projects to the Bay-Lake Regional Planning Commission for inclusion in the TIP, with the exception of STBG urbanized area allocation projects, which are prioritized by the MPO following project proposal submittals. The Bay-Lake Regional Planning Commission then reviews the submitted projects based on compliance with short-range and long-range transportation plan recommendations, availability of federal, state, and local transportation funds, and the air quality impacts of programmed improvements.

The Sheboygan MPO Technical and Policy Advisory Committees reviewed and recommended approval of this *2021 – 2024 TIP* on October 29, 2020, and the Bay-Lake Regional Planning Commission approved it on October 30, 2020. Projects and items listed comply with both short-range and long-range transportation plans for the Sheboygan Metropolitan Planning Area prepared by the Bay-Lake Regional Planning Commission.

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## **TRANSPORTATION IMPROVEMENT PROGRAM**

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Transportation Improvement Programs (TIPs) have been completed or amended for the urbanized portion of the Sheboygan Metropolitan Planning Area since 1982. Following passage of the Intermodal Surface Transportation Efficiency Act (ISTEA) in 1991, both an urbanized area and a metropolitan planning area were required to be delineated following the 1990 Census. The long-range transportation plan and TIP were required to cover the larger metropolitan planning area (urbanized area plus territory outside the urbanized area expected to become urbanized in 20 years). Until recently, only projects in the smaller urbanized area were eligible for STBG funding. In the most recent funding cycles, MPOs have been able to extend an existing STBG urbanized area allocation project outside that area if the entire project is within the metropolitan planning area. All maps in this document show the current (post-2010 Census) boundaries of the Sheboygan urbanized area and the Sheboygan metropolitan planning area.

The *2021 – 2024 TIP* is a listing of transit operating expenses and capital items, elderly and disabled transportation projects and capital items, bicycle and pedestrian transportation projects, and street and highway projects, including an element which is eligible for federal aid and covers calendar years 2021, 2022, 2023 and 2024. This element contains those projects in the Sheboygan Metropolitan Planning Area which have highest priority as far as funding and implementation are concerned. It is estimated that over \$78,167,000 will be needed to meet anticipated project costs in the four-year element component of the TIP.

- In 2021, the costs will include over \$3,759,000 for transit operating expenses, \$200,000 for transit capital projects, over \$507,000 for elderly and disabled transportation operating expenses, \$260,000 for elderly and disabled transportation capital items, \$318,000 for

bicycle and pedestrian transportation projects, and \$2,764,000 for street and highway projects.

- In 2022, the costs will include nearly \$3,797,000 for transit operating expenses, \$5,529,000 for transit capital projects, \$0 for elderly and disabled transportation capital items, \$4,091,000 for bicycle and pedestrian transportation projects, and \$3,543,000 for street and highway projects.
- In 2023, the costs will include nearly \$3,835,000 for transit operating expenses, \$0 for transit capital projects, \$0 for elderly and disabled capital items, \$175,000 for bicycle and pedestrian transportation projects, and \$2,144,000 for street and highway projects.
- In 2024, the costs will include over \$3,873,000 for transit operating expenses, \$0 for transit capital projects, \$0 for elderly and disabled transportation capital projects, \$175,000 for bicycle and pedestrian transportation projects, and \$43,196,000 for street and highway projects.

Elderly and disabled transportation operating expenses typically are not programmed beyond one calendar year. Projects funded by the STBG program's Transportation Alternatives Program (TAP) set-aside and by the Congestion Mitigation and Air Quality improvement program (CMAQ) have been officially approved by WisDOT, while most bicycle and pedestrian transportation projects (from the Sheboygan County Non-Motorized Transportation Pilot Program) have been approved by the county for the period covered by this TIP.

The next section of the TIP describes various transit projects scheduled for the program period, including transit operational funding, transit capital projects, elderly and disabled transportation operating expenses, and elderly and disabled transportation capital projects. This will be followed by a listing of bicycle and pedestrian transportation projects in the Sheboygan metropolitan planning area and a description of the various street and highway projects scheduled for the program period.

A subsequent section of the main body of the TIP involves evidence of the financial capacity to complete all transit operating, transit capital, elderly and disabled transportation operating expenses, elderly and disabled transportation capital items, bicycle and pedestrian transportation projects, and street and highway projects listed in the TIP. A summary of the public participation process used in the development of this TIP is included as well. Another section of the TIP discusses the implementation status of projects recommended for 2020 in the *Sheboygan Metropolitan Planning Area TIP: Calendar Years 2020 – 2023* (including amendments to that TIP processed in 2020). A later section of the TIP discusses the air quality conformity process followed in the development of the TIP. This is followed by a statement on impacts of TIP projects on environmental justice. This in turn is followed by discussion concerning clarification of planning procedures and the federal "Fixing America's Surface Transportation (FAST)" Act, which allows for a certain degree of flexibility in project selection. The final section of the main body of this document discusses TIP amendment guidelines.

Ten appendices are included in this TIP, and involve the following information:

- Appendix A: Glossary of Terms;
- Appendix B: Procedures for the Involvement of Private Enterprise in Transit Programs;
- Appendix C: Air Quality Conformity Statement;
- Appendix D: Financial Capacity Assessment of Shoreline Metro;
- Appendix E: Statement of Impacts of TIP Projects on Environmental Justice;
- Appendix F: MPO Approval of TIP;
- Appendix G: STBG Urban Project Prioritization Policy;
- Appendix H: Transition in Programming from MAP-21 to FAST Act Funding Programs;
- Appendix I: Performance Measures in the Sheboygan Metropolitan Planning Area TIP; and
- Appendix J: Sheboygan MPO Technical and Policy Advisory Committees.

### **Transit Projects**

#### **Transit Operational Funding: 2021 - 2024**

Table 1 lists the distribution of operational funding sources for Shoreline Metro, the area's transit operator, for 2021 through 2024. The operating expenses include Shoreline Metro's core fixed-route transit service in the Cities of Sheboygan and Sheboygan Falls and in the Village of Kohler. The expenses also include ADA paratransit costs within the service area. Operating and administrative costs are assumed to increase by 1.0 percent each year between 2021 and 2024. Costs shown in Table 1 assume that route changes will be implemented at the beginning of any given calendar year, and also assume maintenance of existing transit service (no expansions).

Projected revenues are also shown in Table 1. Federal Section 5307 (general operating) revenues are anticipated to involve approximately 31.94 percent of operating costs each year throughout the period covered by this TIP. Table 1 also assumes that the Sheboygan Parking and Transit Utility will receive and utilize Community Development Block Grant (CDBG) entitlement funding (provided to the City of Sheboygan by the U.S. Department of Housing and Urban Development on an annual basis) to maintain transit services at a reasonable cost to the transit user and to the taxpayer each year over the program period; \$42,493 in CDBG funding is assumed to be available in each year covered by this TIP.

State Section 85.20 (general operating) revenues are assumed to involve approximately 26.57 percent of operating expenses throughout the period covered by this TIP. State Section 85.205 (paratransit supplemental) revenues are assumed to involve \$46,916 each year throughout the period covered by this TIP.

Municipal funding of transit begins at a base level of \$519,515 for the City of Sheboygan, \$38,696 for the City of Sheboygan Falls, \$13,366 for the Village of Kohler, and \$90,000 for the Sheboygan Area School District in 2021. The municipal share of transit funding is expected to

increase by approximately 2.36 percent from 2021 to 2022, by approximately 2.33 percent from 2022 to 2023, and by approximately 2.30 percent from 2023 to 2024. Municipal funding of transit covers approximately 17.76 percent of total expenses in 2021, 17.83 percent of total expenses in 2022, 18.07 percent of total expenses in 2023, and 18.30 percent of total expenses in 2024. The City of Sheboygan is assumed to provide approximately 78.5 percent of local funding sources for transit operation. The City of Sheboygan Falls is assumed to provide approximately 5.9 percent of local funding sources for transit operation. The Village of Kohler is assumed to provide approximately 2.0 percent of local funding sources for transit operation. The Sheboygan Area School District is assumed to provide approximately 13.6 percent of local funding sources for transit operation.

Farebox revenues begin at a base level of \$630,000 in 2021, then are assumed to remain at this level throughout the period covered by this TIP. Farebox funding of transit covers approximately 16.76 percent of total expenses in 2021, 16.59 percent of total expenses in 2022, 16.43 percent of total expenses in 2023, and 16.27 percent of total expenses in 2024. Other revenues (advertising and proprietary revenues, interest income, etc.) are assumed to remain flat at \$178,602 each year throughout the period covered by this TIP.

<b>Table 1</b> <b>Calendar Years 2021 - 2024: Transit Operating Funds</b> <b>(TIP ID No.: 372-21-201)</b>				
	2021	2022	2023	2024
<b>Operating Expenses</b>	\$3,759,389	\$3,796,983	\$3,834,953	\$3,873,302
<b>Farebox Revenue</b>	\$630,000	\$630,000	\$630,000	\$630,000
<b>Other Revenue (Advertising, Investments, etc.)</b>	\$178,602	\$178,602	\$178,602	\$178,602
<b>Total Deficit</b>	\$2,950,787	\$2,988,381	\$3,026,351	\$3,064,700
<b>Federal Funding Sources:</b>				
Section 5307	\$1,200,762	\$1,212,770	\$1,224,897	\$1,237,146
HUD CDBG Entitlement Funds	\$42,493	\$42,493	\$42,493	\$42,493
<b>State Funding Sources:</b>				
Section 85.20	\$999,040	\$1,009,030	\$1,019,121	\$1,029,312
Section 85.205	\$46,916	\$46,916	\$46,916	\$46,916
<b>Local Funding Sources:</b>				
City of Sheboygan	\$519,515	\$531,761	\$544,131	\$556,624
City of Sheboygan Falls	\$38,696	\$39,608	\$40,529	\$41,460
Village of Kohler	\$13,366	\$13,681	\$13,999	\$14,321
Sheboygan Area School District	\$90,000	\$92,122	\$94,264	\$96,429
<b>Total Funding</b>	\$2,950,788	\$2,988,381	\$3,026,351	\$3,064,700
<b>Balance</b>	\$1	\$0	\$0	\$0
Assumptions made in developing Table 1: (1) Operating and administrative costs are assumed to increase by 1.0 percent each year (2) ADA paratransit costs are included in operating expenses. All other paratransit costs can be found in Table 3. (3) Farebox revenues are assumed to remain flat in absolute dollars throughout the period covered by this TIP. (4) Other revenues (advertising and proprietary revenues, interest income, etc.) are assumed to remain flat in absolute dollars throughout the period covered by this TIP. (5) Federal Section 5307 (general operating) revenues are assumed to involve approximately 31.94 percent of operating expenses throughout the period covered by this TIP. (6) Shoreline Metro expects to continue utilizing Community Development Block Grant (CDBG) Entitlement funding (provided to the City of Sheboygan by the U.S. Department of Housing and Urban Development annually) to maintain transit services at a reasonable cost to users and taxpayers over the program period. The amount in each year covered by this TIP will be \$42,493. (7) State Section 85.20 (general operating) revenues are assumed to involve approximately 26.57 percent of operating expenses throughout the period covered by this TIP. (8) State Section 85.205 (paratransit supplemental) revenues will involve \$46,916 each year throughout the period covered by this TIP. (9) The City of Sheboygan is assumed to provide approximately 78.5 percent of local funding sources for transit operation. The City of Sheboygan Falls is assumed to provide approximately 5.9 percent of local funding sources for transit operation. The Village of Kohler is assumed to provide approximately 2.0 percent of local funding sources for transit operation. The Sheboygan Area School District is assumed to provide approximately 13.6 percent of local funding sources for transit operation. (10) Figures represented in this table assume maintenance of existing transit service (no expansions). (11) Balances of \$1 or less (positive or negative) are due to rounding error.				
Source: City of Sheboygan Parking and Transit Utility, 2020; and Bay-Lake Regional Planning Commission, 2020.				



## **Transit Capital Projects: 2021 – 2024**

Table 2 lists capital projects for the transit division of the Sheboygan Parking and Transit Utility (Shoreline Metro) for the 2021 – 2024 period. Of these projects, one capital project is programmed for 2021, three capital projects are programmed for 2022, and no capital projects are programmed for 2023 or 2024.

One capital expenditure is recommended for calendar year 2021:

- Improvements to the transit administrative and maintenance facility are scheduled for 2021. Shoreline Metro needs to complete an inspection of the facility to see which areas will need rehabilitation. Possible items that will be improved include the heating and air conditioning systems, maintenance upgrades, the bus wash, doors, and other items. The cost of this would be \$200,000. At this time, it appears that this project will be completely funded through special FTA Section 5307 funds provided due to the “Coronavirus Aid, Relief, and Economic Security” (CARES) Act.

Three capital expenditures are recommended for calendar year 2022:

- Purchase of five fixed-route buses (with a length of 35 feet each) is scheduled for 2022. These new buses will replace five older buses that will have exceeded their life expectancy at the time of replacement. The cost of this 2022 project will be \$2,300,000. The federal share of this project (\$1,840,000) will come from the Congestion Mitigation and Air Quality (CMAQ) program, while the remainder (\$460,000) will be locally funded.
- Purchase of six fixed-route buses (with a length of 35 feet each) is scheduled for 2022. These new buses will replace six older buses that will have exceeded their life expectancy at the time of replacement. The cost of this 2022 project will be \$2,769,000. The majority of funding for this project (\$2,215,200) will come from the Volkswagen Diesel Emissions Environmental Mitigation Trust, while the local share of this project (\$553,800) will come from the state shared revenue received by the City of Sheboygan.
- Purchase of one fixed-route bus (with a length of 35 feet) is scheduled for 2022. This new bus will replace one older bus that will have exceeded its life expectancy at the time of replacement. The cost of this 2022 project will be \$460,000. The federal share of this project (\$368,000) will come from the FTA Section 5339 (Grants for Buses and Bus Facilities) program, while the remainder (\$92,000) will be locally funded.

No capital expenditures are recommended for calendar year 2023 or 2024.

Table 2 Calendar Years 2021 - 2024: Transit Capital Items (In Thousands of Dollars)																								
Primary Jurisdiction/ Project Sponsor	Project Description	Type of Cost	Jan. - Dec. 2021					Jan. - Dec. 2022					Jan. - Dec. 2023					Jan. - Dec. 2024					Year Open	Air Quality Status
			Federal	State	Local	Other	Total	Federal	State	Local	Other	Total	Federal	State	Local	Other	Total	Federal	State	Local	Other	Total		
Sheboygan Parking and Transit Utility	Transit Administrative and Maintenance Facility Improvements (Transit Preservation)	PE					0																2028	Exempt
		ROW					0																	
		ACQUI	200	0	0	0	200																	
		TOTAL	200	0	0	0	200																	
		5307 - CARES Act																						
Sheboygan Parking and Transit Utility	Replacement of Five (5) 35-Foot Fixed-Route Buses (Transit Preservation)	PE																					2028	Exempt
		ROW																						
		ACQUI						1,840	0	460	0	2,300												
		TOTAL						1,840	0	460	0	2,300												
		CMAQ																						
Sheboygan Parking and Transit Utility	Replacement of Six (6) 35-Foot Fixed-Route Buses (Transit Preservation)	PE																					2028	Exempt
		ROW																						
		ACQUI						0	0	554	2,215	2,769												
		TOTAL						0	0	554	2,215	2,769												
		VW																						
Sheboygan Parking and Transit Utility	Replacement of One (1) 35-Foot Fixed-Route Bus (Transit Preservation)	PE																					2028	Exempt
		ROW																						
		ACQUI						368	0	92	0	460												
		TOTAL						368	0	92	0	460												
		5339																						
NOTES: The following funding codes are used to identify Federal and other funding sources: CMAQ = The Congestion Mitigation and Air Quality program will be the Federal funding source. 5307 - CARES Act = Special Section 5307 funding provided through the "Coronavirus Aid, Relief, and Economic Security" (CARES) Act will be the Federal funding source. This program can provide 100 percent Federal funding for projects. 5339 = Section 5339 (formerly Section 5309) Federal Transit Administration funding will be the Federal funding source. This is also known as the Buses and Bus Facilities Grants program. VW = Funding from the Volkswagen Diesel Emissions Environmental Mitigation Trust will be an "other" funding source. Under this program, the local share comes from state shared revenue received by the City of Sheboygan.																								
2021 - 2024 Funding Summary: Total Transit Preservation Project Funding = \$5,729,000 Total Transit Improvement Project Funding = \$0 Total Transit Expansion Project Funding = \$0																								
Source: City of Sheboygan Parking and Transit Utility Commission, 2020; and Bay-Lake Regional Planning Commission, 2020.																								

### **Elderly and Disabled Transportation Operating Expenses: 2021**

Elderly and disabled transportation operating expenses are identified in Table 3. The Sheboygan County Health and Human Services Department's Aging and Disability Resource Center (ADRC), which handles elderly and disabled transportation in the Sheboygan Metropolitan Planning Area and elsewhere in Sheboygan County, does not normally program operating expenses beyond one calendar year. The projects identified in Table 3 involve operating expenses for calendar year 2021 and include an enhanced volunteer driver program and the purchase of specialized (elderly and disabled, but non-ADA) transportation services from Shoreline Metro (operating as Metro Connection).

The enhanced volunteer driver program is provided by volunteers using their own vehicles with volunteers receiving mileage reimbursement. Persons using this service (which is door-to-door) must be ambulatory and have no other means of transportation. Services are available throughout Sheboygan County (including the Shoreline Metro transit service area). On occasion, passengers are transported outside the county for specialized medical services.

### **Elderly and Disabled Transportation Capital Projects: 2021 – 2024**

Elderly and disabled transportation capital projects are identified in Table 4.

The Sheboygan Parking and Transit Utility is programmed to purchase two gas- or diesel-powered medium sized buses with a configuration of up to 11 ambulatory positions and up to two wheelchair positions in 2021; 100 percent federal financing of these buses is coming from FTA Section 5307 funding provided through the CARES Act. Shoreline Metro is also programmed to purchase an additional bus with the same specifications in 2021 with FTA Section 5339 funds; this purchase will have an 80 percent federal share from the grant and a 20 percent local match.

For the 2021 funding cycle, the Sheboygan County Health and Human Services Department's ADRC has filed a Section 5310 grant application with WisDOT for the purchase of one gas- or diesel-powered medium sized bus with a configuration of up to eleven (11) ambulatory positions and up to two (2) wheelchair positions. If awarded, this vehicle would involve 80 percent Federal funding (with 20 percent local or sponsor funding). This and all other projects identified in Table 4 are considered "illustrative projects" at this time. If any of the "illustrative projects" is awarded funding by WisDOT, they will be officially programmed in this TIP. Additional vehicles are expected to be acquired through future grant applications in 2022, 2023 and 2024 based on review and updating of the *Coordinated Public Transit – Human Services Transportation Plan for Sheboygan County* and the capital programs of Sheboygan County and Shoreline Metro.

<b>Table 3</b> <b>Calendar Year 2021: Elderly and Disabled Transportation Projects</b>						
<b>Responsible Agency</b>	<b>Project</b>	<b>Total Cost</b>	<b>Federal Share</b>	<b>State Share</b>	<b>Local Share</b>	<b>Fares/Contributions</b>
Sheboygan County Health and Human Services Department  <b>TIP ID No.: 372-21-202</b>	Enhanced Volunteer Driver Program	\$102,200	\$45,400 5310	\$0	\$45,400	\$11,400
Sheboygan County Health and Human Services Department  <b>TIP ID No.: 372-21-203</b>	Purchase of Specialized Transportation Services from Shoreline Metro	\$405,233	\$0	\$302,694	\$60,539	\$42,000
Notes: (1) For the enhanced volunteer driver program, Section 5310 Federal Transit Administration (FTA) funding (the Enhanced Mobility of Seniors and People with Disabilities Program) will be the federal funding source. (2) The Sheboygan County Health and Human Services Department (through its Aging and Disability Resource Center) received Section 5310 funding to maintain its expanded volunteer driver program. This expansion will provide additional rides to those who need an accessible vehicle, people with disabilities, and for trip purposes other than just medically-related appointments.						
Source: Sheboygan County Health and Human Services Department, 2020; Shoreline Metro, 2020; and Bay-Lake Regional Planning Commission, 2020.						

Table 4 Calendar Years 2021 - 2024: Elderly and Disabled Transportation Capital Projects (In Thousands of Dollars)																				
Primary Jurisdiction/ Project Sponsor	Project Description	Type of Cost	Jan. - Dec. 2021				Jan. - Dec. 2022				Jan. - Dec. 2023				Jan. - Dec. 2024				Year Available	Air Quality Exempt
			Federal	State	Local	Total	Federal	State	Local	Total	Federal	State	Local	Total	Federal	State	Local	Total		
Sheboygan County Health and Human Services Department  (ILLUSTRATIVE PROJECT - NOT PROGRAMMED)	One gas- or diesel-powered medium sized bus with a configuration of up to 11 ambulatory positions and up to two wheelchair positions. The vehicle will transport the elderly and persons with disabilities. (Replacement)	PE ROW ACQUI  TOTAL				0.0 0.0 80.0													NA	Exempt
			64.0	0.0	16.0	80.0														
			64.0	0.0	16.0	80.0	Illustrative Only													
Sheboygan Parking and Transit Utility  TIP ID No.: 372-20-210	Two gas- or diesel-powered medium sized buses with a configuration of up to 11 ambulatory positions and up to two wheelchair positions. The vehicles will transport the elderly and persons with disabilities. (Replacement)	PE ROW ACQUI  TOTAL				0.0 0.0 180.0													2028	Exempt
			180.0	0.0	0.0	180.0														
			180.0	0.0	0.0	180.0	5307 - CARES Act													
Sheboygan Parking and Transit Utility  TIP ID No.: 372-20-211	One gas- or diesel-powered medium sized bus with a configuration of up to 11 ambulatory positions and up to two wheelchair positions. The vehicle will transport the elderly and persons with disabilities. (Replacement)	PE ROW ACQUI  TOTAL				0.0 0.0 80.0													2028	Exempt
			64.0	0.0	16.0	80.0														
			64.0	0.0	16.0	80.0	5339													
Sheboygan County Health and Human Services Department  (ILLUSTRATIVE PROJECT - NOT PROGRAMMED)	One gas- or diesel-powered medium sized bus with a configuration of up to 11 ambulatory positions and up to two wheelchair positions. The vehicle will transport the elderly and persons with disabilities. (Replacement)	PE ROW ACQUI  TOTAL				0.0 0.0 80.0													NA	Exempt
							64.0	0.0	16.0	80.0										
							64.0	0.0	16.0	80.0	Illustrative Only									
Sheboygan County Health and Human Services Department  (ILLUSTRATIVE PROJECT - NOT PROGRAMMED)	One gas- or diesel-powered medium sized bus with a configuration of up to 11 ambulatory positions and up to two wheelchair positions. The vehicle will transport the elderly and persons with disabilities. (Replacement)	PE ROW ACQUI  TOTAL				0.0 0.0 80.0													NA	Exempt
							64.0	0.0	16.0	80.0										
							64.0	0.0	16.0	80.0	Illustrative Only									
Sheboygan County Health and Human Services Department  (ILLUSTRATIVE PROJECT - NOT PROGRAMMED)	One gas- or diesel-powered medium sized bus with a configuration of up to 11 ambulatory positions and up to two wheelchair positions. The vehicle will transport the elderly and persons with disabilities. (Replacement)	PE ROW ACQUI  TOTAL				0.0 0.0 80.0													NA	Exempt
							64.0	0.0	16.0	80.0										
							64.0	0.0	16.0	80.0	Illustrative Only									
NOTES: The following funding codes are used to identify Federal funding sources: 5307 - CARES Act = Special Section 5307 funding provided through the "Coronavirus Aid, Relief, and Economic Security" (CARES) Act will be the Federal funding source. 5339 = Section 5339 (formerly Section 5309) Federal Transit Administration funding will be the Federal funding source. This is also known as the Buses and Bus Facilities Grant program. 2021 - 2024 Funding Summary: Total Elderly and Disabled Transportation Capital Project Funding = \$260,000																				
Source: Sheboygan County Health and Human Services Department, 2020; Shoreline Metro, 2020; and Bay-Lake Regional Planning Commission, 2020.																				

### **Bicycle and Pedestrian Transportation Projects**

One bicycle and pedestrian transportation project has been officially approved by the Wisconsin Department of Transportation for the period covered by this TIP; this is evident in Table 5:

- Some \$175,000 is programmed in each of calendar years 2021, 2022, 2023 and 2024 for “grouped” transportation alternatives projects that may occur in the Sheboygan Metropolitan Planning Area. This bicycle and pedestrian transportation project involves 80 percent federal participation and 20 percent state participation.

In addition, as indicated in Table 5, Sheboygan County has approved the following projects to be implemented under its Non-Motorized Transportation Pilot Program (NMTTP):

- Sheboygan County NMTTP: Level of effort for program oversight, including education and outreach (\$16,000 in 2021 and 2022; 100 percent NMTTP funding); and
- County Highway PP from the Sheboygan River Bridge to South 24th Street: Conversion into a linear parkway and trail facility (\$127,000 for the remaining design in 2021, all of which involves NMTTP funding; and \$3,900,000 for construction in 2022, \$1,550,000 of which involves the remaining NMTTP funding, and \$2,350,000 of which involves local funding).

In addition, Table 5 includes six (6) illustrative projects that are not officially programmed in the *2021 – 2024 TIP*:

- Union Pacific rails-to-trails conversion extension in the City of Sheboygan: Pennsylvania Avenue to Union Avenue, including an eastern extension of South 9th Street paralleling Indiana Avenue;
- Construction of a bridge for bicyclists and pedestrians over the Sheboygan River near the former Tecumseh Engines plant in the City of Sheboygan Falls;
- Construction of multi-use pathways on North Taylor Drive between Kohler Memorial Drive and Superior Avenue and from the intersection of North Taylor Drive and North Avenue into Evergreen Park;
- Construction of a bridge for bicyclists and pedestrians over the Sheboygan River near the Bemis Manufacturing plant in the City of Sheboygan Falls;
- Construction of a multi-use pathway in the Alliant Energy Utility Corridor on the south side of the City of Sheboygan from South Taylor Drive to County Highway OK/South Business Drive; and
- 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.

If funding becomes available, the *2021 – 2024 TIP* may be amended to include one or more of these illustrative projects.

<b>Table 5</b> <b>Calendar Years 2021 - 2024: Bicycle and Pedestrian Transportation Projects</b> (In Thousands of Dollars)																				
Primary Jurisdiction/ Project Sponsor	Project Description	Type of Cost	Jan. - Dec. 2021				Jan. - Dec. 2022				Jan. - Dec. 2023				Jan. - Dec. 2024				Year Open	Air Quality Status
			Federal	State	Local	Total	Federal	State	Local	Total	Federal	State	Local	Total	Federal	State	Local	Total		
Sheboygan County	Sheboygan County Non-Motorized Transportation Pilot Program Level of Effort for Program Oversight (Including Education and Outreach)	PE ROW CONST OTHER  TOTAL	   16  16	   0  0	   0  0	   16  16	   16  16	   0  0	   0  0	   16  16									2028	Exempt
<b>TIP ID No.: 372-11-108</b>			NMTPP				NMTPP													
Sheboygan County	County Highway PP Sheboygan River Bridge to S. 24th Street Conversion into Linear Parkway and Trail Facility (0.53 mi.)	PE ROW CONST OTHER  TOTAL	127    127	0    0	0    0	127    127	    1,550	    0	    2,350	    3,900									2028	Exempt
<b>TIP ID No.: 372-18-101</b>			NMTPP				NMTPP													
Wisconsin Department of Transportation <b>TIP ID Nos.: 372-18-102 (for 2021), 372-19-101 (for 2022), 372-20-101 (for 2023), and 372-21-101 (for 2024)</b>	Enhancements Grouped Projects	PE ROW CONST OTHER  TOTAL	20  120  140	5  30  35	0  0  0	25  150  175	20  120  140	5  30  35	0  0  0	25  150  175	20  120  140	5  30  35	0  0  0	25  150  175	20  120  140	5  30  35	0  0  0	25  150  175	2028	Exempt
Sheboygan County	Union Pacific Rail-Trail Conversion Extension in the City of Sheboygan: Pennsylvania Avenue to Union Avenue (Includes an Eastern Extension to South 9th Street Paralleling Indiana Avenue)	PE ROW CONST OTHER  TOTAL									426 500 0 0 926	0 0 0 0 0	0 0 0 0 0	426 500 0 0 926	4,004 0 0 0 4,004	0 0 0 0 0	0 0 0 0 0	4,004 0 0 0 4,004	NA	Exempt
<b>(ILLUSTRATIVE PROJECT - NOT PROGRAMMED)</b>											Illustrative Only				Illustrative Only					
Sheboygan County	Construction of a Bridge for Bicyclists and Pedestrians over the Sheboygan River near the former Tecumseh Engines Plant in the City of Sheboygan Falls	PE ROW CONST OTHER  TOTAL									64 0 0 0 64	0 0 0 0 0	0 0 0 0 0	64 0 0 0 64	319 0 0 0 319	0 0 0 0 0	0 0 0 0 0	319 0 0 0 319	NA	Exempt
<b>(ILLUSTRATIVE PROJECT - NOT PROGRAMMED)</b>											Illustrative Only				Illustrative Only					
Sheboygan County	Construction of Multi-Use Pathways on North Taylor Drive between Kohler Memorial Drive and Superior Avenue and from the intersection of North Taylor Drive and North Avenue into Evergreen Park (1.20 mi.)	PE ROW CONST OTHER  TOTAL									36 0 0 0 36	0 0 0 0 0	0 0 0 0 0	36 0 0 0 36	144 0 0 0 144	0 0 0 0 0	0 0 0 0 0	144 0 0 0 144	NA	Exempt
<b>(ILLUSTRATIVE PROJECT - NOT PROGRAMMED)</b>											Illustrative Only				Illustrative Only					

**Table 5**  
**Calendar Years 2021 - 2024: Bicycle and Pedestrian Transportation Projects**  
(In Thousands of Dollars)

Primary Jurisdiction/ Project Sponsor	Project Description	Type of Cost	Jan. - Dec. 2021				Jan. - Dec. 2022				Jan. - Dec. 2023				Jan. - Dec. 2024				Year Open	Air Quality Status
			Federal	State	Local	Total	Federal	State	Local	Total	Federal	State	Local	Total	Federal	State	Local	Total		
Sheboygan County  																				



## **Street and Highway Improvement Projects**

Table 6 describes those street and highway improvement projects which are scheduled for the 2021 – 2024 program period. A wide variety of street and highway improvements will take place over the 2021 – 2024 period, including:

- One median cable guard installation project (construction in 2021);
- One project involving design, right-of-way acquisition and reconstruction with no increase in capacity (design from 2021 through 2023, right-of-way acquisition in 2023, and construction in 2024);
- Three signal timing projects (construction in 2022);
- Three resurfacing projects (construction in 2024, with design of one of the projects in 2021);
- One project involving milling and overlaying of the existing asphaltic pavement (construction in 2024); and
- One project replacement and preservation of several bridges (construction in 2024).

WisDOT “grouped” projects are also listed in Table 6 for 2021, 2022, 2023 and 2024 in the areas of: Safety; railroad/highway crossing safety; HSIP/Highway Safety Improvement Program; railroad crossing protective devices; Office of the Commissioner of Railroads (OCR) rail-highway safety; Interstate highway system preventive maintenance; National Highway System preventive maintenance; and STN connecting highway system preventive maintenance.

Map 1 indicates specific projects to be implemented over the period covered by this TIP.

In addition to specific street and highway improvement projects, approval of this *2021 – 2024 TIP* also implies approval of several Wisconsin Department of Transportation “grouped” projects (which are of a region-level scope) when they occur in the Sheboygan Metropolitan Planning Area. These “grouped” projects are classified in the following categories: (1) traffic safety, (2) the statewide highway safety improvement program (HSIP), (3) regional railroad crossing projects, (4) region-wide hazardous waste, (5) wetland mitigation bank, (6) state highway rehabilitation, (7) pavement marking, (8) traffic operations, and (9) maintenance resurfacing. These projects involve work on the state trunk or national highway system and are expected to primarily consist of federal and state transportation funds with minimal funding from within the Sheboygan Metropolitan Planning Area.

Table 6 Calendar Years 2021 - 2024: Street and Highway Improvement Projects (In Thousands of Dollars)																					
Primary Jurisdiction/ Project Sponsor	Project Description	Type of Cost	Jan. - Dec. 2021				Jan. - Dec. 2022				Jan. - Dec. 2023				Jan. - Dec. 2024				Year Open	Air Quality Status	
			Federal	State	Local	Total	Federal	State	Local	Total	Federal	State	Local	Total	Federal	State	Local	Total			
Wisconsin Department of Transportation	IH 43 CTH V to CTH EE/Weeden Creek Road Installation of Median Cable Guard (1221-18-71) (1.95 mi.) (Highway Safety)	PE ROW CONST  TOTAL				0 0 616 616													2028	Exempt	
TIP ID No.: 372-19-002																					
Sheboygan County	County Highway EE/Weeden Creek Road County Highway OK/South Business Drive to County Highway KK/South 12th Street Design, Right-of-Way Acquisition and Reconstruction with no Increase in Capacity (4232-00-00 and 4232-00-71) (1.23 mi.) (Highway Preservation)	PE ROW CONST  TOTAL	0	0	108	108 0 0 108	0	0	108	108 0 0 108	0	0	54	54 200 0 254	0	0	3,611	0 0 3,071 0	6,682 6,682	2028	Exempt
TIP ID No.: 372-20-002																3,611 STBG	0	3,071	6,682		
City of Sheboygan	Taylor Drive Indiana Avenue to Superior Avenue Adding Radio Communication Infrastructure, Installing of Video Detection, Conducting Intersection Turning Movement Counts, and Retiming and Coordinating Traffic Signals (4291-00-01 and 4291-00-71) (2.53 mi.) (Highway Improvement)	PE ROW CONST  TOTAL								0 0 530 530									2028	Exempt from Regional Emissions Analysis	
TIP ID No.: 372-18-009																					
City of Sheboygan	STH 23/Kohler Memorial Drive/Erie Avenue North Taylor Drive to North 9th Street Adding Radio Communication Infrastructure, Installing of Video Detection, Conducting Intersection Turning Movement Counts, and Retiming and Coordinating Traffic Signals (4650-02-00 and 4650-02-71) (1.87 mi.) (Highway Improvement)	PE ROW CONST  TOTAL								0 0 412 412									2028	Exempt from Regional Emissions Analysis	
TIP ID No.: 372-18-010																					
City of Sheboygan	STH 28/STH 42/14th Street/Calumet Drive Indiana Avenue to North Avenue Adding Radio Communication Infrastructure, Installing of Video Detection, Conducting Intersection Turning Movement Counts, and Retiming and Coordinating Traffic Signals (4640-01-01 and 4640-01-72) (2.40 mi.) (Highway Improvement)	PE ROW CONST  TOTAL								0 0 603 603									2028	Exempt from Regional Emissions Analysis	
TIP ID No.: 372-18-011																					

Table 6 Calendar Years 2021 - 2024: Street and Highway Improvement Projects (In Thousands of Dollars)																				
Primary Jurisdiction/ Project Sponsor	Project Description	Type of Cost	Jan. - Dec. 2021				Jan. - Dec. 2022				Jan. - Dec. 2023				Jan. - Dec. 2024				Year Open	Air Quality Status
			Federal	State	Local	Total	Federal	State	Local	Total	Federal	State	Local	Total	Federal	State	Local	Total		
Wisconsin Department of Transportation	IH 43 Wilson Lima Road to State Highway 42 Resurfacing (1222-13-00 and 1222-13-71) (10.40 mi.) (Highway Preservation)	PE ROW CONST  TOTAL													0 0 20,096    2,233    0    22,329  20,096    2,233    0    22,329 NHPP				2028	Exempt
TIP ID No.: 372-20-001																				
Wisconsin Department of Transportation	STH 32 County Highway D to State Highway 28 Milling and Overlay of the Existing Asphaltic Pavement (4540-36-00 and 4540-36-71) (10.26 mi.) (Highway Preservation)	PE ROW CONST  TOTAL													0 0 3,925    981    0    4,906  3,925    981    0    4,906 STBG				2028	Exempt
TIP ID No.: 372-20-011																				
Wisconsin Department of Transportation	STH 32 County Highway D to State Highway 28 Replacement and Preservation of Several Bridges (4540-34-00 and 4540-34-71) (10.05 mi.) (Highway Preservation)	PE ROW CONST  TOTAL													0 0 690    173    0    863  690    173    0    863 STBG				2028	Exempt
TIP ID No.: 372-20-012																				
Wisconsin Department of Transportation	STH 42 Village of Howards Grove Resurfacing (4570-26-00 and 4570-26-71) (0.90 mi.) (Highway Preservation)	PE ROW CONST  TOTAL													0 0 451    113    0    564  451    113    0    564 NHPP				2028	Exempt
TIP ID No.: 372-20-013																				
Wisconsin Department of Transportation	STH 28 Waldo-Sheboygan State Highway 57 to County Highway A Design and Resurfacing (4010-29-00 and 4010-29-71) (9.56 mi.) (Highway Preservation)	PE ROW CONST  TOTAL	0	150	0	150									0 0 4,770    1,192    0    5,962  4,770    1,192    0    5,962 NHPP				2028	Exempt
TIP ID No.: 372-21-001			0	150	0	150														
Wisconsin Department of Transportation	Safety Funds Grouped Projects (0.00 mi.) (Highway Safety)	PE ROW CONST  TOTAL	16	4	0	20	16	4	0	20	16	4	0	20	16	4	0	20	2028	Exempt
TIP ID Nos.: 372-18-001 (for 2021), 372-19-003 (for 2022), 372-20-003 (for 2023), and 372-21-002 (for 2024)			80	20	0	100	80	20	0	100	80	20	0	100	80	20	0	100		
			96	24	0	120	96	24	0	120	96	24	0	120	96	24	0	120		
			HSIP				HSIP				HSIP				HSIP					

Table 6 Calendar Years 2021 - 2024: Street and Highway Improvement Projects (In Thousands of Dollars)																				
Primary Jurisdiction/ Project Sponsor	Project Description	Type of Cost	Jan. - Dec. 2021				Jan. - Dec. 2022				Jan. - Dec. 2023				Jan. - Dec. 2024				Year Open	Air Quality Status
			Federal	State	Local	Total	Federal	State	Local	Total	Federal	State	Local	Total	Federal	State	Local	Total		
Wisconsin Department of Transportation  <b>TIP ID Nos.: 372-18-002 (for 2021), 372-19-004 (for 2022), 372-20-004 (for 2023), and 372-21-003 (for 2024)</b>	Rail/Highway Crossing Safety Projects Grouped Projects (0.00 mi.) (Highway Safety)	PE ROW CONST  TOTAL	   120	   30	   0	   150	   120	   30	   0	   150	   120	   30	   0	   150	   120	   30	   0	   150	2028	Exempt
Wisconsin Department of Transportation  <b>TIP ID Nos.: 372-18-003 (for 2021), 372-19-005 (for 2022), 372-20-005 (for 2023), and 372-21-004 (for 2024)</b>	HSIP/Highway Safety Improvement Program Grouped Projects (0.00 mi.) (Highway Safety)	PE ROW CONST  TOTAL	   80	   20	   0	   100	   80	   20	   0	   100	   80	   20	   0	   100	   80	   20	   0	   100	2028	Exempt
Wisconsin Department of Transportation  <b>TIP ID Nos.: 372-18-004 (for 2021), 372-19-006 (for 2022), 372-20-006 (for 2023), and 372-21-005 (for 2024)</b>	Railroad Crossing Protective Devices Grouped Projects (0.00 mi.) (Highway Safety)	PE ROW CONST  TOTAL	   120	   30	   0	   150	   120	   30	   0	   150	   120	   30	   0	   150	   120	   30	   0	   150	2028	Exempt
Office of the Commissioner of Railroads  <b>TIP ID Nos.: 372-18-005 (for 2021), 372-19-007 (for 2022), 372-20-007 (for 2023), and 372-21-006 (for 2024)</b>	Office of the Commissioner of Railroads (OCR) Rail-Highway Safety Projects Grouped Projects (0.00 mi.) (Highway Safety)	PE ROW CONST  TOTAL	   120	   30	   0	   150	   120	   30	   0	   150	   120	   30	   0	   150	   120	   30	   0	   150	2028	Exempt
Wisconsin Department of Transportation  <b>TIP ID Nos.: 372-18-006 (for 2021), 372-19-008 (for 2022), 372-20-008 (for 2023), and 372-21-007 (for 2024)</b>	Interstate Highway System Preventive Maintenance Projects Grouped Projects (0.00 mi.) (Highway Preservation)	PE ROW CONST  TOTAL	   160	   40	   0	   200	   160	   40	   0	   200	   160	   40	   0	   200	   160	   40	   0	   200	2028	Exempt

Table 6 Calendar Years 2021 - 2024: Street and Highway Improvement Projects (In Thousands of Dollars)																				
Primary Jurisdiction/ Project Sponsor	Project Description	Type of Cost	Jan. - Dec. 2021				Jan. - Dec. 2022				Jan. - Dec. 2023				Jan. - Dec. 2024				Year Open	Air Quality Status
			Federal	State	Local	Total	Federal	State	Local	Total	Federal	State	Local	Total	Federal	State	Local	Total		
Wisconsin Department of Transportation	National Highway System Preventive Maintenance Projects Grouped Projects (0.00 mi.) (Highway Preservation)	PE ROW CONST				0 0 500				0 0 500				0 0 500				0 0 500	2028	Exempt
<b>TIP ID Nos.: 372-18-007 (for 2021), 372-19-009 (for 2022), 372-20-009 (for 2023), and 372-21-008 (for 2024)</b>		TOTAL NHPP	400 NHPP	100	0	500	400 NHPP	100	0	500	400 NHPP	100	0	500	400 NHPP	100	0	500		
Wisconsin Department of Transportation	STN Connecting Highway System Preventive Maintenance Projects Grouped Projects (0.00 mi.) (Highway Preservation)	PE ROW CONST				0 0 500				0 0 500				0 0 500				0 0 500		
<b>TIP ID Nos.: 372-18-008 (for 2021), 372-19-010 (for 2022), 372-20-010 (for 2023), and 372-21-009 (for 2024)</b>		TOTAL NHPP	400 NHPP	0	100	500	400 NHPP	0	100	500	400 NHPP	0	100	500	400 NHPP	0	100	500		
NOTES: The following funding codes are used to identify Federal funding sources: CMAQ = Congestion Mitigation and Air Quality Improvement program HSIP = Highway Safety Improvement Program HSIP-RR = Rail-Highway Grade Crossing Set-Aside NHPP = National Highway Performance Program STBG = Surface Transportation Block Grant Program																				
2021 - 2024 Funding Summary: Total Highway Preservation Project Funding = \$46,726,000 Total Highway Safety Project Funding = \$3,376,000 Total Highway Improvement Project Funding = \$1,545,000 Total Highway Expansion Project Funding = \$0																				
Source: Wisconsin Department of Transportation, 2020; and Bay-Lake Regional Planning Commission, 2020.																				

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## FINANCIAL PLAN FOR THIS TRANSPORTATION IMPROVEMENT PROGRAM

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An addition to Transportation Improvement Programs (TIPs) and TIP Amendments resulting from federal surface transportation in recent years, including the “Fixing America’s Surface Transportation” (FAST) Act, is a financial plan which documents that funding is available to meet expenditures for projects receiving federal funding throughout the period covered by a TIP or TIP Amendment.

Table 7 discusses available federal funding for the *2021 – 2024 TIP* in thousands of dollars, and demonstrates the ability of available funding sources to implement the projects programmed in the TIP. Programmed expenditures in the TIP have been compared to the funding estimated to be available. Included in Table 7 are federal highway and federal transit funding sources. In the event of the over-programming of funds, the MPO advisory committees will work to resolve the discrepancy; this may involve the use of alternative federal and/or state funding sources.

Table 7 reflects an annual inflation factor of 1.78 percent for programmed expenditures and an estimated inflation factor of 2.00 percent for available funding in nearly all highway and transit programs; exceptions include the transportation alternatives set-aside within the Surface Transportation Block Grant (STBG) program, as well as the Congestion Mitigation and Air Quality improvement program (CMAQ), where funding was not inflated at all. Most inflation factors used in this financial plan were based on guidance from staff at the WisDOT Bureau of Planning and Economic Development that was issued to Wisconsin MPOs in the development of their financial plans for their long-range transportation plans and TIPs in July of 2020; the Sheboygan Parking and Transit Utility consulted with the MPO on transit-related inflation factors.

Table 7 indicates that the following street and highway and bicycle and pedestrian project categories in the *2021 – 2024 TIP* are adequately funded when taken as a whole for the program period:

- National Highway Performance Program (NHPP), including what were National Highway System and Interstate Maintenance funding sources under SAFETEA-LU, and also funding bridge improvements on the National Highway System. Three regular NHPP projects are funded in Table 6, while three categories of WisDOT “grouped” NHPP projects are funded in Table 6.
- Surface Transportation Block Grant (STBG) program, including projects that were originally included under the STP funding category as well as any bridge improvements off the National Highway System in SAFETEA-LU, along with the STP Urban and the Transportation Alternatives programs in SAFETEA-LU and in MAP-21. Three regular STBG projects are funded in Table 6, while two categories of WisDOT “grouped” STBG projects are funded in Tables 5 and 6. One STBG “grouped” project involves a transportation alternatives set-aside.

Table 7 Programmed and Available Federal Funding for the 2021 - 2024 TIP (In Thousands of Dollars)											
Funding Source		Programmed Expenditures					Estimated Available Funding				
Agency	Program	2021	2022	2023	2024	Total	2021	2022	2023	2024	Total
Federal Highway Administration (FHWA)	National Highway Performance Program (NHPP)	960	977	994	27,705	30,637					
	Surface Transportation Block Grant Program (STBG)	260	262	264	8,493	9,279					
	Highway Safety Improvement Program (HSIP)	714	195	199	202	1,311					
	Rail-Highway Grade Crossing Set-Aside (HSIP-RR)	240	244	249	253	986					
	Non-Motorized Transportation Pilot Program (NMTPP)	143	1,594	0	0	1,737					
	Total	2,317	3,273	1,706	36,653	43,949	13,734	13,590	15,146	13,865	56,334
Federal Transit Administration (FTA)	Section 5304	0	0	0	0	0	0	0	0	0	0
	Section 5307 - Sheboygan Urbanized Area - Operating Expenses	1,201	1,213	1,225	1,237	4,876	1,201	1,213	1,225	1,237	4,876
	Section 5307 - Sheboygan Urbanized Area - Capital Expenses (CARES Act)	380	0	0	0	380	380	0	0	0	380
	Section 5310	45	0	0	0	45	45	0	0	0	45
	Section 5311 (WETAP)	0	0	0	0	0	0	0	0	0	0
	Section 5339	64	375	0	0	439	180	183	187	191	741
	Total	1,690	1,587	1,225	1,237	5,740	1,806	1,396	1,412	1,428	6,042
FHWA and FTA (All Modes)	Congestion Mitigation and Air Quality Improvement Program (CMAQ)	0	3,076	0	0	3,076	1,000	1,000	1,000	1,000	4,000
NOTES: (1) Totals may not be completely consistent with the sum of individual cell entries due to rounding error. (2) With the exception of the transportation alternatives (TA) set-aside in the Surface Transportation Block Grant (STBG) program and CMAQ, all highway- and enhancement-related programmed expenditures were adjusted to reflect an annual inflation rate of 1.78 percent. With the exception of the TA set-aside in the STBG program, CMAQ and the Non-Motorized Transportation Pilot Program (NMTPP), all highway- and enhancement-related estimated available funding was adjusted to reflect an annual inflation rate of 2.00 percent. Funds under the TA set-aside in the STBG program and under CMAQ were not adjusted to reflect inflation under either programmed expenditures or estimated available funding, while funds under the NMTPP were adjusted for inflation for programmed expenditures but were not adjusted for inflation for estimated available funding. These adjustments were made per WisDOT guidance updated in July 2020. (3) Total transit operating expenses were adjusted to reflect an annual inflation rate of 1.0 percent. These adjustments were made through consultation with staff of the Sheboygan Parking and Transit Utility (Shoreline Metro). (4) With the exception of CMAQ, all transit capital programmed expenditures were adjusted to reflect an annual inflation rate of 1.78 percent, while all transit capital estimated available funding was adjusted to reflect an annual inflation rate of 2.00 percent. CMAQ funds were not adjusted to reflect inflation under either programmed expenditures or estimated available funding. These adjustments were made per WisDOT guidance updated in July 2020, as well as through consultation with staff of the Sheboygan Parking and Transit Utility (Shoreline Metro).											
Source: Bay-Lake Regional Planning Commission, 2020.											

- Highway Safety Improvement Program (HSIP): One regular HSIP project is funded in Table 6, while two categories of WisDOT “grouped” HSIP projects are funded in Table 6.
- Rail-Highway Grade Crossing Set-Aside (HSIP-RR): Two categories of WisDOT “grouped” HSIP-RR projects are funded in Table 6.
- Congestion Mitigation and Air Quality Improvement Program (CMAQ) funding will be available to finance three signal timing projects in the Sheboygan Metropolitan Planning Area, with implementation occurring in 2022.
- Sheboygan County Non-Motorized Transportation Pilot Program (NMTTP): Two NMTTP projects are funded in Table 5.

As far as transit is concerned:

- Section 5307 transit operational funds will be available in stable amounts for the regular operations of Shoreline Metro over the program period, as noted in Table 1.
- Special Section 5307 funds provided through the “Coronavirus Aid, Relief, and Economic Security” (CARES) Act will be available to finance transit administrative and maintenance facility improvements and the replacement of two (2) paratransit vehicles in 2021 (these projects involve 100 percent federal funding).
- Based on recent trends, and when taken as a whole, transit capital funding should be available to finance replacement of one (1) paratransit vehicle in 2021, as well as replacement of one (1) 35-foot fixed-route bus in 2022. In addition, six (6) 35-foot fixed-route buses are being funded by a non-governmental source (the Volkswagen Diesel Emissions Environmental Mitigation Trust) in 2022. Section 5339 FTA funding will be the primary federal funding source for transit capital items at Shoreline Metro and at other small urbanized transit operations in Wisconsin. In the event that Section 5339 funding is not available, Section 5307 FTA funding will be the federal funding source for most transit capital items.
- CMAQ funding will be available to finance the replacement of five (5) 35-foot fixed-route buses in 2022.
- Section 5310 funding is being programmed for the Enhanced Volunteer Driver Program through the Sheboygan County Health and Human Services Department in 2021 (Table 3), but no capital projects are being funded through Section 5310 at this time in the *2021 – 2024 TIP*. All Section 5310 funded projects listed in Table 4 are illustrative at this time, and the TIP will be amended if Section 5310 funding materializes for one or more of the elderly and disabled transportation capital projects listed in Table 4.

Annual roadway and transit revenue estimates for the Sheboygan metropolitan planning area are shown in Table 8. Table 8 shows average annual funding for roadway construction, roadway maintenance and operations, transit operating, and transit capital. For maintenance and operations involving state trunk highways, an average of \$3,600,000 in federal and state funding is provided in the metropolitan planning area. For maintenance and operations involving local



roadways, an average of \$809,000 in federal and state funding is provided, while an average of \$10,224,000 in local funding is provided in the metropolitan planning area. For maintenance and operations involving transit, an average of \$2,230,000 in federal and state funding, \$685,000 in local funding, \$630,000 in farebox revenues, and \$197,000 in other revenues is provided for the one transit operation (Shoreline Metro) in the metropolitan planning area.

<b>Table 8</b> <b>Annual Roadway and Transit Revenue Estimates for the Sheboygan Metropolitan Planning Area</b> <b>(In Thousands of Dollars)</b>		
<b>Roadway Construction</b>		<b>Average Annual Funding</b>
<b>Funding Program</b>		
<b>State Highways</b>		
Federal/State Funding	Combined Backbone and Non-Backbone	\$7,673
<b>Local Roadways</b>		
Federal/State Funding	STBG Urban, Local Road Improvement Program (LRIP), Federal Safety Programs, 70% of General Transportation Aids, and 70% of Connecting Highway Aids	\$4,291
Local Funding	Total County and Local Revenue (from Wisconsin Department of Revenue), Less Federal/State Funding Estimate	\$3,594
<b>Subtotal of Local Roadways</b>		<b>\$7,885</b>
<b>Subtotal</b>		<b>\$15,559</b>
<b>Roadway Maintenance and Operations</b>		<b>Average Annual Funding</b>
<b>Funding Program</b>		
<b>State Highways</b>		
Federal/State Funding	State Trunk Highway Maintenance and Operations and State Highway Rehabilitation (SHR) Bridges	\$3,600
<b>Local Roadways</b>		
Federal/State Funding	30% of General Transportation Aids and 30% of Connecting Highway Aids	\$809
Local Funding	Total County and Local Revenue (from Wisconsin Department of Revenue), Less Federal/State Funding Estimate	\$10,224
<b>Subtotal of Local Roadways</b>		<b>\$11,033</b>
<b>Subtotal</b>		<b>\$14,633</b>
<b>Total</b>		<b>\$30,191</b>
<b>Transit Operating</b>		<b>Average Annual Funding</b>
<b>Funding Program</b>		
Federal/State Funding	FTA Section 5307 Operating Funding, HUD Community Development Block Grant (CDBG) Funding, and WisDOT Sections 85.20 and 85.205 Funding	\$2,230
Local Funding	Operating Funding from the Cities of Sheboygan and Sheboygan Falls, the Village of Kohler, and the Sheboygan Area School District	\$685
Farebox Revenue	Revenues from Cash Fares, Monthly and Day Passes, etc.	\$630
Other Revenue	Revenues from Advertising, Investments and Other Miscellaneous Sources	\$197
<b>Total</b>		<b>\$3,743</b>
<b>Transit Capital</b>		<b>Average Annual Funding</b>
<b>Funding Program</b>		
Federal Funding	FTA Section 5339 Capital Funding	\$88
Local Funding	City of Sheboygan Local Funding	\$174
Other Funding	Other Funding Sources (Volkswagen Settlement, etc.)	\$95
<b>Total</b>		<b>\$356</b>
Source: Wisconsin Department of Revenue, 2013 - 2016; Wisconsin Department of Transportation, 2018 and 2019; Bureau of Labor Statistics, <i>CPI Inflation Calculator</i> , 2014 - 2019; Shoreline Metro, 2018 and 2019; and Bay-Lake Regional Planning Commission, 2018 and 2019.		

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## PUBLIC PARTICIPATION PROCESS

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In 2020, the Bay-Lake Regional Planning Commission updated its Public Participation Plan for all transportation plans and programs developed for the Sheboygan MPO. The following narrative outlines the public involvement process used in the development of this *2021 – 2024 TIP* for the Sheboygan Metropolitan Planning Area.

The Bay-Lake Regional Planning Commission published a Notice of Request for Comment on the draft *2021 – 2024 Transportation Improvement Program* for the Sheboygan Metropolitan Planning Area in a local newspaper as well as through social media. This notice informed the public of the availability of draft copies of the TIP at key locations in the Sheboygan Metropolitan Planning Area, and solicited public input on the draft TIP. This Notice of Request for Comment was also mailed to individuals and organizations on the MPO Public Participation Plan mailing list. This Notice of Request for Comment listed approximate and actual dates of all significant meetings and hearings concerning the TIP, and included a public hearing announcement. Draft copies of the TIP were made available (at five public review locations in the Sheboygan area as well as on the Sheboygan MPO webpage linked to the Bay-Lake Regional Planning Commission website) for a period of 30 days. A public hearing on the draft TIP was held during this review period.

Comments received on the draft TIP were forwarded to the MPO Technical and Policy Advisory Committees for their consideration. Following the public hearing, the MPO Technical and Policy Advisory Committees reviewed the draft TIP and public input, and made their recommendation to the Bay-Lake Regional Planning Commission. Comments received at the public hearing, written comments received during the public comment period, and the recommendation from the MPO Technical and Policy Advisory Committees were then forwarded to the Bay-Lake Regional Planning Commission for its consideration.

The following was a schedule of events for public involvement in the development of the *2021 – 2024 TIP*:

October 1, 2020

Notice of Request for Public Comment on the draft *2021 – 2024 TIP* published in a local newspaper, sent to other local media and publicized via social media. Significant meetings and hearings concerning the TIP were listed in the notice, including notice of the public hearing concerning the TIP. Draft TIP made available for public review at five locations in the Sheboygan Metropolitan Planning Area and on the MPO webpage on the Bay-Lake Regional Planning Commission website

October 1, 2020	Notice of Request for Public Comment on the draft <i>2021 – 2024 TIP</i> was made available to individuals and organizations on the MPO Public Participation Plan mailing list.
October 1, 2020	Draft TIP made available for public review through October 30, 2020.
October 29, 2020	Public Hearing on the <i>2021 – 2024 TIP</i> (as part of the MPO Technical and Policy Advisory Committees Joint Meeting)
October 29, 2020	MPO Technical and Policy Advisory Committees considered public comments and made a recommendation to the Bay-Lake Regional Planning Commission.
October 30, 2020	Bay-Lake Regional Planning Commission Executive Committee meeting: Consideration of written comments, comments from the public hearing and recommendation of the MPO Technical and Policy Advisory Committees, and Commission action on the final TIP.
November, 2020	Formal transmittal of the final TIP to applicable state and federal agencies.

The public hearing concerning the *2021 – 2024 TIP* was held as part of the joint meeting of the Sheboygan MPO Technical and Policy Advisory Committees at Sheboygan City Hall (Council Chambers on Third Floor), 828 Center Avenue, Sheboygan. One member of the public participated virtually in the meeting, but offered no comments during the public hearing portion of the meeting.

Written comments were received from Edward Procek (Sheboygan County Board Supervisor representing District 7 and Bay-Lake Regional Planning Commissioner). Mr. Procek commented that “the County Highway EE/Weeden Creek Road project should look at increased capacity,” but that the other projects in the TIP “look like routine maintenance.” Staff from the Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP) Agriculture Impact Statement (AIS) program asked that the MPO “notify the AIS program of any potential impacts to agricultural rights-of-way or agricultural operations as a result of” the County Highway EE/Weeden Creek Road reconstruction project from County Highway OK/South Business Drive to County Highway KK/South 12<sup>th</sup> Street “when the information becomes available.” In a quarterly meeting with the interagency Transportation Conformity Work Group (TCWG) in October 2020, TCWG members suggested that a sentence be added to the conclusion of Appendix C indicating that “conformity will also be demonstrated for the 2015 standard based on the Shoreline and Inland emissions budgets” in 2021.

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## **IMPLEMENTATION STATUS OF PROJECTS RECOMMENDED FOR 2020 IN THE SHEBOYGAN METROPOLITAN PLANNING AREA TIP**

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Several projects have been completed in the Sheboygan Metropolitan Planning Area since the TIP process began. Street and highway projects recommended for 2020 in the *2020 – 2023 TIP* (approved in October 2019, and amended three times thereafter) which were completed or in progress at the end of 2020 are identified on Map 2. Table 9 indicates a summary of the progress made on transit operations and capital items, elderly and disabled transportation operations and capital items, bicycle and pedestrian transportation projects, and street and highway improvement projects which were scheduled for 2020 in the *2020 – 2023 TIP*. Table 9 identifies projects scheduled in the *2020 – 2023 TIP* for 2020, and includes information such as project location, jurisdiction, project description, and project status.

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## **AIR QUALITY CONFORMITY STATEMENT**

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The air quality conformity statement for this *2021 – 2024 TIP* can be found in Appendix C. The conformity statement has been prepared for both the TIP and the Update to the *Year 2045 Sheboygan Area Transportation Plan (SATP)*. The Update to the *Year 2045 SATP* (and this *2021 – 2024 TIP* which implements that plan) demonstrates conformity against a State Implementation Plan (SIP) in which USEPA found motor vehicle emission budgets adequate for Sheboygan County; emission budgets in the SIP were developed using the MOVES 2014b emissions estimating model, and the conformity analysis found in Appendix C utilized emission factors produced by MOVES 2014b to demonstrate conformity for all of Sheboygan County.

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## **STATEMENT OF IMPACTS OF TIP PROJECTS ON ENVIRONMENTAL JUSTICE**

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Taken as a whole, the projects in this Transportation Improvement Program, together with the other publicly and privately funded transportation improvements and services provided in the Sheboygan Metropolitan Planning Area, do not impose disproportionately high and adverse impacts on minority populations and/or low income populations. Furthermore, the benefits of the transportation improvements and services provided are reasonably distributed to serve the needs of all populations in the area. These statements are based on the analysis summarized in Appendix E of this *2021 – 2024 TIP*.

<p align="center"><b>Table 9</b>  <b>Implementation Status of Projects Recommended for 2020</b>  <b>Transportation Improvement Program for the Sheboygan Metropolitan Planning Area</b></p>			
<b>Project Location</b>	<b>Jurisdiction</b>	<b>Project Description</b>	<b>Project Status</b>
STH 28 Intersection with CTH EE	Wisconsin Department of Transportation	Construction of a Roundabout	In Progress; to be Completed in 2021
Superior Avenue North Taylor Drive to North 29th Street	City of Sheboygan	Reconstruction with no Increase in Capacity	Completed
Taylor Drive Indiana Avenue to Superior Avenue	City of Sheboygan	Design Leading to Signal Timing in 2022	In Progress; to be Completed in 2021
STH 23/Kohler Memorial Drive/Erie Avenue North Taylor Drive to North 9th Street	City of Sheboygan	Design Leading to Signal Timing in 2022	In Progress; to be Completed in 2021
STH 28/STH 42/14th Street/Calumet Drive Indiana Avenue to North Avenue	City of Sheboygan	Design Leading to Signal Timing in 2022	In Progress; to be Completed in 2021
IH 43 Wilson Lima Road to STH 42	Wisconsin Department of Transportation	Design Leading to Resurfacing in 2024	Completed
STH 32 CTH D to STH 28	Wisconsin Department of Transportation	Design Leading to Milling and Overlay of the Existing Asphaltic Pavement in 2024	Completed
STH 32 CTH D to STH 28	Wisconsin Department of Transportation	Design Leading to Replacement and Preservation of Several Bridges in 2024	Completed
STH 42 Village of Howards Grove	Wisconsin Department of Transportation	Design Leading to Resurfacing in 2024	Completed
Various Locations in the Sheboygan Metropolitan Planning Area	Wisconsin Department of Transportation	Grouped Projects in the Sheboygan Metropolitan Planning Area	Completed
Sheboygan County NMTTP	Sheboygan County	Level of Effort for Program Oversight (Including Education and Outreach)	In Progress; to be Completed in 2022
Throughout the Sheboygan Metropolitan Planning Area and Sheboygan County	Sheboygan County	NMTTP Marketing and Branding	Completed
CTH PP Sheboygan River Bridge to S. 24th Street	Sheboygan County	Conversion into Linear Parkway and Trail Facility	Design In Progress; Construction to be Completed in 2022
Shoreline Metro Service Area	Sheboygan Parking and Transit Utility	Operation of Shoreline Metro	Completed
Shoreline Metro Service Area	Sheboygan Parking and Transit Utility	Roof Replacement for Transit Administrative and Maintenance Facility	Completed
Shoreline Metro Service Area	Sheboygan Parking and Transit Utility	Replacement of One (1) 35-Foot Fixed-Route Bus	Completed
Sheboygan County	Sheboygan County	Enhanced Volunteer Driver Program	Completed
Sheboygan County	Sheboygan County	Purchase of Specialized Transportation Services from Shoreline Metro	Completed
Forward Service Corporation	40 Wisconsin Counties, Including Sheboygan County and the Sheboygan Metropolitan Planning Area	Capital - Vehicle Loans and Mobility Management	Completed
Forward Service Corporation	40 Wisconsin Counties, Including Sheboygan County and the Sheboygan Metropolitan Planning Area	Operating	Completed
Source: Bay-Lake Regional Planning Commission, 2020.			

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## EXPEDITED PROJECT SELECTION PROCEDURES

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Federal regulations acknowledge that changes occur as TIP projects advance through the project development process. The regulations include some flexibility that MPOs may choose to implement to manage TIP amendment workload. The *WisDOT TIP Preparation Guidance* includes historic boilerplate language regarding these flexibilities that Wisconsin MPOs have included in their TIPs. FHWA reviewed the boilerplate language, and found some inconsistencies with current regulations. If MPOs choose to include permitted flexibility in implementing the TIP, then FHWA recommends that the TIP include the following specific section with commitment to the procedures outlined. If an MPO chooses not to include specific flexibilities, then the MPO should coordinate with WisDOT and FHWA to ensure that adopted expedited selection procedures remain compliant.

The Bay-Lake Regional Planning Commission/Sheboygan MPO, WisDOT, and the Sheboygan Parking and Transit Utility/Shoreline Metro hereby agree to the following procedures in advancing projects from the approved TIP for federal funding commitment:

1. The first year of the TIP constitutes an agreed to list of projects for project selection purposes and no further project selection action is required by the MPO for WisDOT or the transit operator to proceed with federal funding commitment.
2. Projects from the second, third or fourth year of the TIP can be advanced by WisDOT or the transit operator for federal fund commitment without further project selection action by the MPO.
3. Concerning the federal funding sources identified for individual projects in the TIP, it is agreed that WisDOT may unilaterally interchange eligible FHWA funding program sources without necessitating an amendment, subject to the project selection authority that federal regulations and state local program procedures reserve for the State and the MPO, and subject to reconciliation under Item #5.
4. WisDOT can unilaterally interchange FTA Section 5309, Section 5339 and Section 5307 capital funds in urbanized areas between 50,000 and 200,000 population without necessitating a STIP or TIP amendment. FTA should be notified of any interchange of funds.
5. To maintain accountability and fiscal constraint as changes occur during implementation of the TIP, the MPO, WisDOT and the transit operator will monitor projects in the TIP and account for all significant changes in scheduled years and costs in a TIP amendment at the midpoint of the calendar year. (MPOs on a two year TIP update cycle must also commit to “truing up” the TIP by amendment at the end of the first year along with declaring the second year of the TIP to be the agreed to list of projects for the second year of operation).

6. WisDOT relies on the public involvement process conducted by the MPO in the development of its TIP to satisfy the FTA program and planning requirements, as established for the Section 5309, Section 5339 and Section 5307 programs.

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## **TIP AMENDMENT GUIDELINES**

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### **Major Amendments**

A major TIP amendment will be necessary when:

- Adding a non-exempt/expansion project to the first four years of the TIP, including advancing a project for implementation from an illustrative list or from the out year(s) of the TIP\*;
- Moving a non-exempt/expansion project out of the first four years of the TIP\*;
- Significantly changing the scope (character of work or project limits) of a non-exempt/expansion project within the first four years of the TIP such that the current description is no longer accurate\*; or
- Adding or deleting any project that exceeds the lesser of 10 percent of the total original federal funding programmed for the calendar year, or \$1,000,000 (within the first four years of the TIP).

\*For purposes of air quality conformity analysis, “non-exempt” projects are projects that change or modify capacity on the transportation network. Examples of “non-exempt” projects in the Sheboygan area might include adding or deleting lanes on an existing arterial or collector facility, building a new arterial or collector facility, or adding a new interchange to a freeway. Generally, most other projects are considered “exempt” projects for purposes of air quality conformity analysis. Additional information concerning these definitions can be found in the USEPA conformity regulation (40 CFR Part 93), specifically in Tables 2 and 3 of the regulation. This detailed information is available from MPO staff at the Bay-Lake Regional Planning Commission office.

A major amendment will require the following steps:

- Staff will commence the major amendment process by releasing the proposed amendment for a 30-day public review period. Staff will inform the public of the proposed major amendment by placing the proposed major amendment and public review period announcement on the Sheboygan MPO webpage of the Bay-Lake Regional Planning Commission website, by sending notices to the organizations on the MPO Public Participation Plan mailing list, and by publishing a notice in one or more local newspapers. The notices will be distributed just before the 30-day review period begins. Public notice will also be provided through social media, including the Bay-Lake Regional Planning Commission Facebook page and (more briefly) through Twitter.



- Near the end of the 30-day public review process, staff will conduct a public hearing on the major TIP amendment at an accessible location that can be reached by Shoreline Metro. The public hearing notice will also be sent to the organizations on the MPO Public Participation Plan mailing list and to local news media. MPO staff will consider holding the public hearing immediately before joint meetings of the Sheboygan MPO Technical and Policy Advisory Committees in order to conserve staff time and resources.
- Following the public hearing, the Sheboygan MPO Technical and Policy Advisory Committees will have the opportunity to comment on the proposed major TIP amendment and make a recommendation to the Bay-Lake Regional Planning Commission.
- Staff will present the proposed major amendment to the Bay-Lake Regional Planning Commission (or its Executive Committee) for final approval.

### **Minor Amendments**

A minor TIP amendment will be necessary when:

- Adding an exempt/system preservation project to the first four years of the TIP, including advancement of a project for implementation from an illustrative list or from the out year(s) of the TIP;
- Moving an exempt/system preservation project out of the first four years of the TIP;
- Changing the scope (character of work or project limits) of an exempt/system preservation project within the first four years of the TIP such that the current description is no longer reasonably accurate; or
- A change in project funding that impacts funding for other projects within the first four years of the TIP, forcing any exempt/system preservation project out of the first four years of the TIP.

A minor amendment will require the following steps:

- The Sheboygan MPO Technical and Policy Advisory Committees will have the opportunity to comment on the proposed minor TIP amendment and make a recommendation to the Bay-Lake Regional Planning Commission; this will include a public comment period toward the beginning of the joint meeting of those committees.
- Staff will present the proposed minor amendment to the Bay-Lake Regional Planning Commission (or its Executive Committee) for final approval.

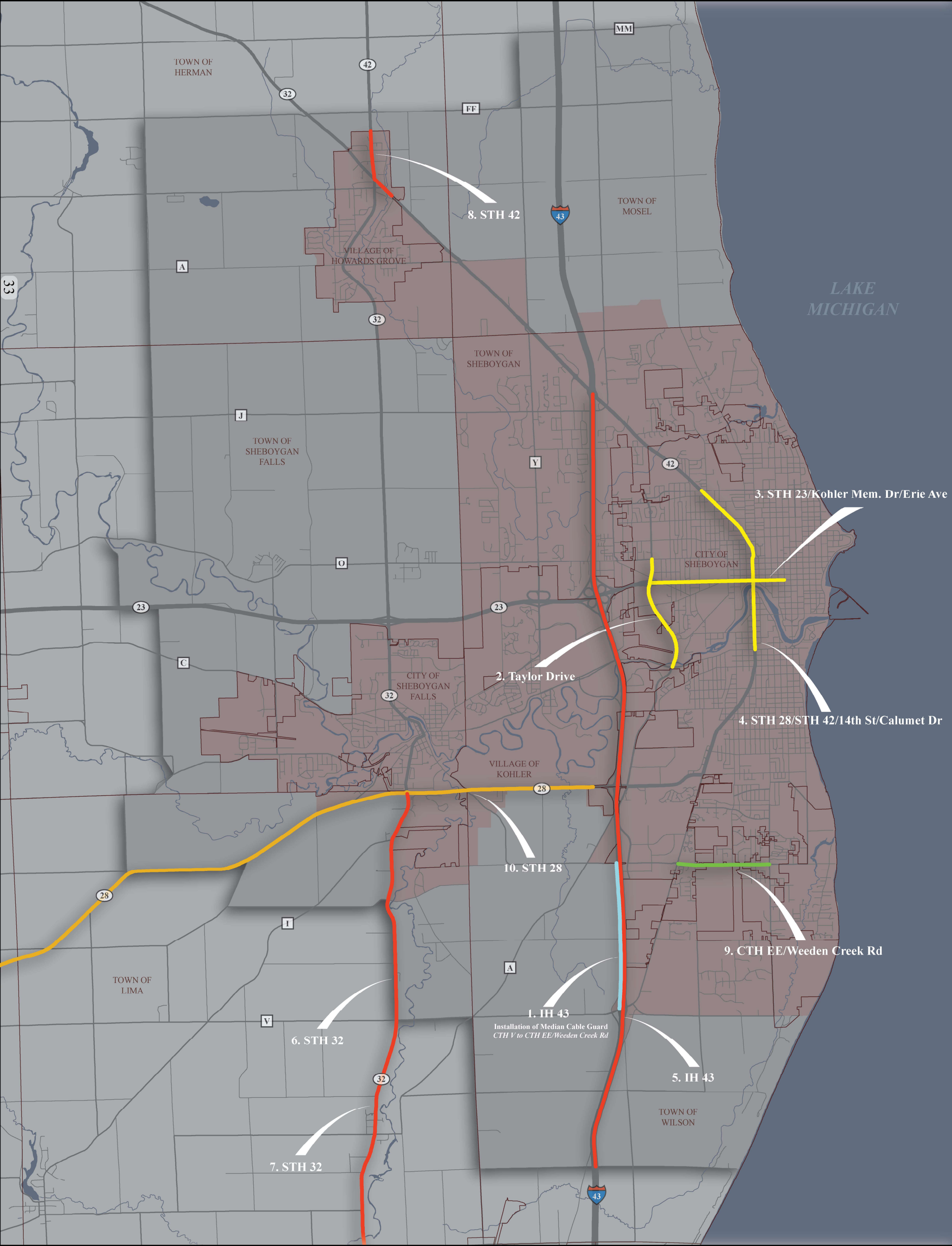
### **Administrative Modifications**

The TIP can be administratively modified by staff without going through the amendment process under the following circumstances:

- Changing the implementation schedule for projects within the first four years of the TIP;

- Changes in scope (character of work or project limits) while remaining reasonably consistent with the approved project; or
- Changing the source (federal, state or local funding source); category (National Highway Performance Program, Surface Transportation Block Grant Program, earmarks, etc.); or amount of funding for a project without changing the scope of work or schedule for the project or any other project within the first four years of the TIP.

In addition, projects approved for Emergency Relief funding are not generally required to be included in the TIP. Therefore, any changes made for emergency relief projects may be considered administrative modifications to the TIP.



SHEBOYGAN COUNTY

Sheboygan Metropolitan Planning Area

Planned Projects

2021

2022

2024

2021 - 2023 Design, 2023 Right-of-Way Acquisition, 2024 Construction

2021 Design and 2024 Construction

Metropolitan Planning Area

Adjusted Sheboygan Urbanized Area

0

1

2

Miles

BAY LAKE

Regional Planning Commission | Since 1972

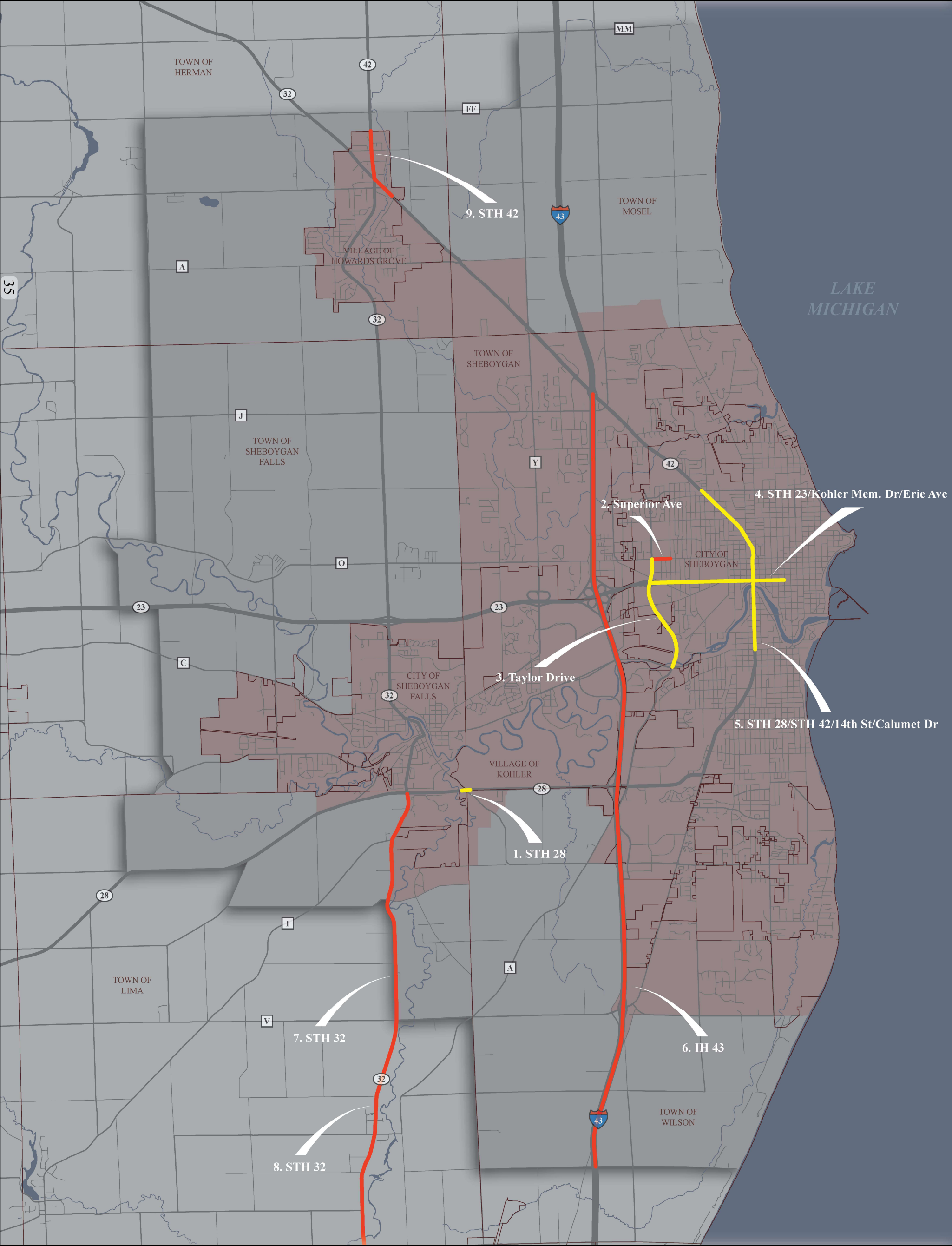
Disclaimer: This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information, and data used for reference purposes only. Bay-Lake RPe is not responsible for any inaccuracies herein contained.

Source: WDNR, 2019; Sheboygan County, 2020; Bay-Lake Regional Planning Commission, 2020.



Street and Highway Improvement Projects Completed or In Progress in 2020

Sheboygan Metropolitan Planning Area - Sheboygan County, Wisconsin



SHEBOYGAN COUNTY

Sheboygan Metropolitan Planning Area

**2020 Projects**

- In Progress
- Completed

**Metropolitan Planning Area**

**Adjusted Sheboygan Urbanized Area**

0 1 2 Miles

**BAY LAKE**  
Regional Planning Commission | Since 1972

Disclaimer: This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information, and data used for reference purposes only. Bay-Lake RPe is not responsible for any inaccuracies herein contained.

Source: WDNR, 2019; Sheboygan County, 2020; Bay-Lake Regional Planning Commission, 2020.

## **APPENDIX A**

### **GLOSSARY OF TERMS**

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## GLOSSARY OF TERMS

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ACQUI	- Acquisition
ADA	- Americans with Disabilities Act of 1990
CAAA	- Clean Air Act Amendments of 1990
CMAQ	- Congestion Mitigation and Air Quality Improvement Program is the Federal funding source.
CONST	- Construction
CTH	- County Trunk Highway
FAST Act	- The “Fixing America’s Surface Transportation” Act. This most recent surface transportation reauthorization act was enacted in December, 2015.
FHWA	- Federal Highway Administration
FTA	- Federal Transit Administration
HSIP	- Highway Safety Improvement Program is the Federal funding source.
HSIP-RR	- Rail-Highway Grade Crossing Set-Aside
IH	- Interstate Highway
MAP-21	- The “Moving Ahead for Progress in the 21 <sup>st</sup> Century” Act (Federal surface transportation authorization legislation approved and signed into law in 2012)
MPO	- Metropolitan Planning Organization
NAAQS	- National Ambient Air Quality Standards
NHPP	- National Highway Performance Program is the Federal funding source; this includes the former National Highway System, Interstate Maintenance, and Bridge Replacement and Rehabilitation programs (on the Enhanced National Highway System) that were in SAFETEA-LU.
NMTTP	- Non-Motorized Transportation Pilot Program is the Federal funding source; this was an earmark for Sheboygan County in SAFETEA-LU
NOx	- Oxides of Nitrogen
PE	- Preliminary Engineering
ROW	- Right-of-Way Acquisition
SAFETEA-LU	- Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (adopted in 2005, and expired on September 30, 2012)
STBG	- Surface Transportation Block Grant Program (includes the Surface Transportation Program in SAFETEA-LU, the former Bridge Rehabilitation and Replacement program (off the Enhanced National Highway System) in SAFETEA-LU, and the Surface Transportation Urban Program (STP-Urban) in SAFETEA-LU and in MAP-21). STBG also includes what was the Transportation Alternatives program in MAP-21, which included what were the former Transportation Enhancements, Safe Routes to School, and Recreational Trails programs in SAFETEA-LU.
STH	- State Trunk Highway
TIP	- Transportation Improvement Program
VOC	- Volatile Organic Compounds
WisDOT	- Wisconsin Department of Transportation

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**APPENDIX B**  
**PROCEDURES FOR THE INVOLVEMENT OF PRIVATE**  
**ENTERPRISE IN TRANSIT PROGRAMS**

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## PROCEDURES FOR THE INVOLVEMENT OF PRIVATE ENTERPRISE IN TRANSIT PROGRAMS

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In conformance with the FTA policy statements on private sector participation as published in the *Federal Registers* of October 22, 1984, and January 24, 1986, the following narrative is documentation of the Bay-Lake Regional Planning Commission's privatization efforts as Metropolitan Planning Organization for the Sheboygan Metropolitan Planning Area in Wisconsin.

1. The Sheboygan Metropolitan Planning Area Technical and Policy Advisory Committees are responsible for reviewing the major transportation plans and programs funded by the FTA and the FHWA. This includes review of projects selected for inclusion in the annual TIP or TIP Amendment for the Sheboygan Metropolitan Planning Area.

The Technical Advisory Committee is composed of local planning technicians and representatives of the Wisconsin Department of Transportation, the FHWA and the FTA. Membership on the Policy Advisory Committee is comprised of the chief elected officials from the local units of government within the metropolitan planning area. Private sector transportation providers receive notice of all meetings of both committees, and are invited to participate in these meetings, but do not sit as voting members of either committee.

2. An inventory of proprietary and private, non-profit providers of transportation services in the area is maintained and updated as necessary. This inventory includes existing school bus, commuter, charter, and intercity carriers as well as taxi and specialized (elderly/disabled) service providers.
3. All private enterprises included in the above inventory have been placed on the notification lists for development of the Bay-Lake Regional Planning Commission's annual transportation planning work program and for review of the transit portions of the draft TIP or TIP Amendment. In addition, agency personnel who may be aware of private providers not in our inventory will be added to the notification list.

Private providers have been invited to ask questions and provide comments on the planning and programming of projects. In addition, new and/or restructured transit service proposed in the TIP or TIP Amendment will be specifically enumerated in the review notice for that particular TIP or TIP Amendment. Private operators will be requested to notify the Bay-Lake Regional Planning Commission if they have any interest in receiving more information on the services or would like to be considered for providing one or more of the services.

With the notification, private providers are provided with the transit projects included in the draft Section 5307/5339 Program of Projects prepared by the Sheboygan Parking and Transit Utility (Shoreline Metro), as well as the list of Section 5310 applications.

4. The service requirements for new or expanded services being considered in the planning process will be specified and made available to private operators. Private proposals will be evaluated according to criteria which consider ability to provide the service and cost. Fully allocated costs will be the basis for comparison between public and private operators.
5. The Bay-Lake Regional Planning Commission is the designated clearinghouse for federally funded projects. While private operators have been included on the project notification list for transit projects in the past, a greater effort has been made to include all private operators in the review process. This will provide private operators with a greater opportunity to comment on Federal as well as state and local transportation projects.
6. Traditionally, the Bay-Lake Regional Planning Commission has provided technical assistance primarily to local public bodies and public agencies. This will be extended to private operators who request information or assistance with projects related to the transit planning program, as a part of the Commission's role in the coordination of the Technical and Policy Advisory Committees of the Sheboygan Metropolitan Planning Organization.

**APPENDIX C**  
**AIR QUALITY CONFORMITY STATEMENT**

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**ASSESSMENT OF CONFORMITY OF THE UPDATE TO THE *YEAR 2045 SHEBOYGAN AREA TRANSPORTATION PLAN (SATP)* AND THE *2021 – 2024 SHEBOYGAN METROPOLITAN PLANNING AREA TRANSPORTATION IMPROVEMENT PROGRAM (TIP)* WITH RESPECT TO THE STATE OF WISCONSIN AIR QUALITY IMPLEMENTATION PLAN**

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On March 26, 2019, the Bay-Lake Regional Planning Commission submitted an assessment of the conformity of the fiscally constrained Update to the *Year 2045 Sheboygan Area Transportation Plan (SATP)* and the *2019 – 2022 Sheboygan Metropolitan Planning Area Transportation Improvement Program (TIP)* with respect to the State of Wisconsin Air Quality Implementation Plan (SIP). Results from the regional emissions analysis attendant to that conformity assessment (with a few minor changes) can be found in Table C.1. The Update to the *Year 2045 SATP* and the *2019 – 2022 Sheboygan Metropolitan Planning Area TIP* were determined by the U.S. Department of Transportation, Federal Highway and Transit Administrations, to be in conformity with the 2008 eight-hour ozone National Ambient Air Quality Standard (NAAQS) for the Sheboygan County, Wisconsin, moderate (at the time) nonattainment area as well as with the 2015 eight-hour ozone NAAQS for the eastern Sheboygan County, Wisconsin, marginal nonattainment area, in a letter dated April 26, 2019.

The Bay-Lake Regional Planning Commission has now completed the preparation of the draft *2021 – 2024 Sheboygan Metropolitan Planning Area TIP*. The draft *2021 – 2024 TIP* can be found on the Bay-Lake Regional Planning Commission website at:  
[https://baylakerpc.org/sheboygan-mpo/transportation-improvement-program-tip\(.\)](https://baylakerpc.org/sheboygan-mpo/transportation-improvement-program-tip(.))

The *2021 – 2024 TIP* is an update and extension of the previous *2019 – 2022* and *2020 – 2023 TIPs* (as amended), and is fully consistent with the Update to the *Year 2045 SATP*. The *2021 – 2024 TIP* includes projects that should be initiated to implement the Update to the *Year 2045 SATP*, and no project is programmed in the *2021 – 2024 TIP* which is not included in the Update to the *Year 2045 SATP*. The regional emissions analysis prepared for the Update to the *Year 2045 SATP*, which was approved on April 26, 2019, by the U.S. Department of Transportation, Federal Highway and Transit Administrations, applies to, and is consistent with, the proposed *2021 – 2024 TIP*.

Therefore, the Bay-Lake Regional Planning Commission is requesting that the *Sheboygan Metropolitan Planning Area TIP: Calendar Years 2021 – 2024* be determined to conform to the 2008 eight-hour ozone NAAQS for the Sheboygan County, Wisconsin, moderate nonattainment area and the 2015 eight-hour ozone NAAQS for the eastern Sheboygan County, Wisconsin, marginal nonattainment area. The regional emissions analysis performed and approved in 2019 on the fiscally constrained Update to the *Year 2045 SATP* and on the *2019 – 2022 TIP* would generally be unchanged under this *2021 – 2024 TIP*.

The TIP includes the projects which must be started in the TIP's time frame in order to achieve the highway and transit systems envisioned in the Update to the *Year 2045 SATP*. All projects in the *2021 – 2024 TIP* which are regionally significant are consistent with, and included in, the Update to the *Year 2045 SATP*. The design concept, scope, and schedule of each regionally significant project proposed in the *2021 – 2024 TIP* is not significantly different from that described in the Update to the *Year 2045 SATP*.

Table C.1 Conformity Tests of the Update to the Year 2045 Sheboygan Area Transportation Plan (SATP) and the Sheboygan Metropolitan Planning Area Transportation Improvement Program (TIP): Calendar Years 2021 - 2024							
Area	Conformity Analysis			Forecast Pollutant Emissions (Tons)*			
				Volatile Organic Compounds		Nitrogen Oxides	
	Test	Year	Month	Test Value (Not to be Exceeded)	Forecast Emissions	Test Value (Not to be Exceeded)	Forecast Emissions
Sheboygan County, Wisconsin, Moderate Ozone Nonattainment Area (2008 Eight-Hour Ozone NAAQS) and Eastern Sheboygan County, Wisconsin, Marginal Ozone Nonattainment Area (2015 Eight-Hour Ozone NAAQS)	Budget Test	2018	July	1.4900	1.3794	2.9600	2.7267
		2028	July	1.4900	0.6896	2.9600	1.1935
		2038	July	1.4900	0.4948	2.9600	0.8880
		2045	July	1.4900	0.4840	2.9600	0.9082
*The 2018 budgets for Volatile Organic Compounds and Nitrogen Oxides are documented in the "Attainment Plan for the Sheboygan County, Wisconsin, 8-Hour Nonattainment Area" submitted by the Wisconsin Department of Natural Resources to USEPA in September of 2017. USEPA determined that the motor vehicle emissions budgets in the plan were adequate for transportation conformity determinations in January of 2018. The attainment plan presents motor vehicle emissions budgets for 2017 and 2018, but only 2018 budgets were used in the conformity analysis, since 2017 had passed before the conformity analysis was established. The budget established for volatile organic compounds was 1.4900 tons for 2018. The budget established for nitrogen oxides was 2.9600 tons for 2018.							
Source: Wisconsin Department of Natural Resources, 2017, 2019 and 2020; and Bay-Lake Regional Planning Commission, 2020.							

The Bay-Lake Regional Planning Commission is aware that new motor vehicle emission budgets (MVEBs) have been developed for the Shoreline and Inland areas of Sheboygan County, that these budgets were deemed adequate by USEPA in July 2020, and that the travel demand forecast model will need to establish domains that replicate these two areas in order to demonstrate conformity in the future. Conformity will be demonstrated for the 2015 8-hour standard based on the Shoreline and Inland area emission budgets as the next (2022 – 2025) TIP is developed in 2021.



**APPENDIX D**  
**FINANCIAL CAPACITY ASSESSMENT OF**  
**SHORELINE METRO**

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## FINANCIAL CAPACITY ASSESSMENT OF SHORELINE METRO

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The most recent Federal Transit Administration (FTA) financial capacity policy for transit systems receiving financial assistance from FTA was issued as Circular 7008.1A on January 30, 2002. In this and all subsequent years in which this policy is in force, the FTA will assess the financial capacity of applicants for federal capital and operating assistance. There are two elements of financial capacity which are evaluated by the FTA: (1) the general financial condition of the public transit grantee and its nonfederal funding entities; and (2) the financial capability of the public transit grantee and its nonfederal funding entities, including the ability of the grantee to fund current capital projects as well as ongoing operating needs. The FTA will determine the financial capacity of Shoreline Metro in the review of this TIP and during its triennial review process. In addition, the FTA may evaluate the financial capacity of Shoreline Metro if the following conditions exist:

- (1) If there are proposed major changes in transit service levels which create the need for major capital investment;
- (2) If major capital investment must be made to maintain existing service levels, affecting the financial health of the transit system; or
- (3) If there are disturbing trends in ridership, fare levels, operating costs and sources of public support.

In accordance with the requirements of FTA Circular 7008.1A, the Bay-Lake Regional Planning Commission, as the MPO for the Sheboygan Metropolitan Planning Area, has assessed the financial capacity of programmed operating and capital expenditures of Shoreline Metro. Interested readers are referred to Table D.1 for additional information on operating revenues and expenses (actual, estimated and projected) for the period between 2016 and 2024. Readers are also referred to Table D.2 for additional information concerning financial measures of effectiveness for Shoreline Metro for the period between 2016 and 2024. Detailed operating and capital expense information has also been analyzed in the preparation of several chapters of the *Shoreline Metro Transit Development Program (TDP)*, which will be completed in late 2020. It is important to note that there were no negative comments concerning the financial condition of Shoreline Metro expressed in an FTA Triennial Review which took place on May 24 – 25, 2017; the FTA Triennial Review that was scheduled for Shoreline Metro in August 2020 has been postponed to early 2021 due to COVID-19.

Shoreline Metro discontinued the final hour of transit service on weekday evenings and reinstated the North and South Shuttles throughout the service day on Saturdays in late 2011. Shoreline Metro also consolidated Routes 1 North and 5 North into a single revised Route 5 North in late 2011. In addition, Shoreline Metro divided Route 10 into separate North and South

<b>Table D.1</b> <b>2016 to 2024 Shoreline Metro Operating Expenses and Revenues</b> <b>(In Thousands of Dollars)</b>									
	ACTUAL				ESTIMATE	PROJECTED			
	2016	2017	2018	2019	2020****	2021	2022	2023	2024
TOTAL OPERATING REVENUES (farebox and other revenues)	\$877	\$976	\$839	\$785	\$646	\$851	\$851	\$851	\$851
TOTAL OPERATING EXPENSES*	(\$4,017)	(\$3,993)	(\$3,941)	(\$3,769)	(\$3,902)	(\$4,165)	(\$4,206)	(\$4,248)	(\$4,291)
OPERATING DEFICIT	(\$3,139)	(\$3,017)	(\$3,102)	(\$2,984)	(\$3,256)	(\$3,314)	(\$3,356)	(\$3,398)	(\$3,440)
PUBLIC OPERATING ASSISTANCE:									
FTA SECTION 5307	\$1,223	\$1,207	\$1,171	\$1,226	\$1,230	\$1,201	\$1,213	\$1,225	\$1,237
OTHER FEDERAL FUNDING**	\$42	\$42	\$42	\$42	\$42	\$42	\$42	\$42	\$42
WisDOT SECTION 85.20	\$950	\$849	\$918	\$1,092	\$921	\$999	\$1,009	\$1,019	\$1,029
WisDOT SECTION 85.205	\$44	\$44	\$43	\$43	\$47	\$47	\$47	\$47	\$47
CITY OF SHEBOYGAN	\$512	\$512	\$512	\$512	\$520	\$520	\$535	\$550	\$566
CITY OF SHEBOYGAN FALLS	\$35	\$34	\$34	\$35	\$39	\$39	\$40	\$41	\$42
VILLAGE OF KOHLER	\$12	\$12	\$12	\$12	\$13	\$13	\$14	\$14	\$15
SHEBOYGAN COUNTY	\$321	\$318	\$326	\$331	\$331	\$363	\$363	\$363	\$363
SHEBOYGAN AREA SCHOOL DIST.***	\$0	\$0	\$45	\$90	\$90	\$90	\$93	\$95	\$98
TOTAL ASSISTANCE	\$3,139	\$3,017	\$3,102	\$3,384	\$3,234	\$3,314	\$3,355	\$3,397	\$3,440
RETAINED EARNINGS	(\$1)	\$0	\$0	\$400	(\$22)	\$0	(\$0)	\$0	(\$0)
<p>*Total operating expenses for each year in this table included ADA and other paratransit expenses.</p> <p>**"Other federal funding" involved \$42,493 in Community Development Block Group (CDBG) entitlement funding provided by the U.S. Department of Housing and Urban Development (HUD) from 2016 through 2020, and is expected to involve \$42,493 in CDBG entitlement funding in 2021, 2022, 2023 and 2024.</p> <p>***The Sheboygan Area School District began providing local governmental financial assistance to Shoreline Metro in July 2018. Some \$45,000 was provided in 2018, and \$90,000 was provided in 2019 and 2020, and will also be provided in 2021, with inflationary adjustments assumed in 2022, 2023 and 2024. This funding will allow district students to ride Shoreline Metro fare free year round with proper documentation.</p> <p>****The negative funding balance (retained earnings) in 2020 is due to low ridership numbers due to the impacts of COVID-19.</p>									
NOTE: Balances of \$1,000 or less are, in most cases, due to rounding error.									
Source: Federal Transit Administration, <i>National Transit Database</i> , 2016, 2017 and 2018; City of Sheboygan Parking and Transit Utility, 2016, 2017, 2018, 2019 and 2020; and Bay-Lake Regional Planning Commission, 2020.									

**Table D.2**  
**2016 to 2024 Shoreline Metro Measures of Effectiveness**

	ACTUAL				ESTIMATE	PROJECTED			
	2016	2017	2018	2019	2020	2021	2022	2023	2024
REVENUE PASSENGERS (1000s)	528	530	600	679	353	416	490	577	680
REVENUE MILES (1000s)	578	544	536	537	459	478	497	516	537
OPERATING EXPENSES (\$1000s)	\$3,664	\$3,638	\$3,578	\$3,498	\$3,547	\$3,759	\$3,797	\$3,835	\$3,873
FAREBOX REVENUE (\$1000s) <sup>1</sup>	\$436	\$463	\$402	\$343	\$255	\$380	\$380	\$380	\$380
EXPENSE/MILE	\$6.34	\$6.69	\$6.67	\$6.51	\$7.72	\$7.87	\$7.65	\$7.43	\$7.21
EXPENSE/PASSENGER	\$6.94	\$6.87	\$5.97	\$5.15	\$10.04	\$9.03	\$7.75	\$6.64	\$5.70
PASSENGERS/MILE	0.91	0.97	1.12	1.26	0.77	0.87	0.99	1.12	1.27
REVENUE/PASSENGER	\$0.83	\$0.87	\$0.67	\$0.50	\$0.72	\$0.91	\$0.78	\$0.66	\$0.56
BUS FLEET <sup>2</sup>	22	23	23	23	23	23	23	23	23
TRANSIT SYSTEM EMPLOYEES <sup>3</sup> (FULL-TIME EQUIVALENT POSITIONS)	43.95	43.95	43.95	43.95	43.95	43.95	43.95	43.95	43.95

**NOTES:**

<sup>1</sup>Fixed-route transit system farebox revenues only.

<sup>2</sup>Fixed-route transit system vehicle fleet only; excludes service vehicles. All vehicles (active and contingency) are included.

<sup>3</sup>Fixed-route transit system employees only.

Source: Federal Transit Administration, *National Transit Database*, 2016, 2017 and 2018; City of Sheboygan Parking and Transit Utility, 2016, 2017 2018, 2019 and 2020; and Bay-Lake Regional Planning Commission, 2020.

routes in early 2012. Revisions were made to all other Shoreline Metro routes (with the exception of the North and South Shuttles) in late 2011 and early 2012. Revisions were also made to several routes (particularly changes to Route 20 and all south side routes, with discontinuation of Route 30 and having other south side routes serve areas previously served by Route 30) in 2016. Minor adjustments to routes (particularly Route 20) took place in 2017. A day pass of \$3 was instituted in 2011. Transfers and tokens were eliminated in 2020 due in part to COVID-19, and Shoreline Metro started selling six day passes for the price of five in 2020. Slight increases to fares in certain categories have been recommended for 2021, but fares are projected to remain stable from 2021 through 2024 at this point. Slight changes to hours of service have also been proposed for 2021.

Ridership increased by nearly 0.4 percent between 2016 and 2017. Ridership increased by over 13.2 percent between 2017 and 2018. Ridership increased by nearly 13.3 percent between 2018 and 2019. The ridership increases from 2017 to 2019 are largely due to an agreement between Shoreline Metro and the Sheboygan Area School District (SASD) in which the SASD provides funding to Shoreline Metro (\$45,000 for the second half of 2018, \$90,000 in 2019, and continuation of the agreement assumed thereafter) in exchange for allowing SASD students and staff to ride free of charge on Shoreline Metro buses. Ridership is estimated to decrease by nearly 48.0 percent between 2019 and 2020, with the COVID-19 epidemic (and associated school closures, increased unemployment and business closures, and working from home) being the main culprit of this significant decrease. Ridership is projected to gradually return to its 2019 level by 2024, presuming that there is a resolution to the COVID-19 situation and that there are no significant service cuts or fare increases.

Farebox revenues increased by nearly 6.2 percent between 2016 and 2017. Farebox revenues decreased by over 13.1 percent between 2017 and 2018, and decreased by another 14.8 percent between 2018 and 2019. Again, the farebox revenue decreases from 2017 to 2019 are largely due to an agreement between Shoreline Metro and the Sheboygan Area School District (SASD) in which the SASD provides funding to Shoreline Metro (\$45,000 for the second half of 2018, \$90,000 in 2019, and continuation of the agreement assumed thereafter) in exchange for allowing SASD students and staff to ride free of charge on Shoreline Metro buses. Farebox revenues are estimated to decrease by over 25.6 percent between 2019 and 2020, again with the COVID-19 epidemic and its various impacts being the main culprit of this significant decrease. Farebox revenues are projected to gradually return to their 2019 level by 2024, again presuming that there is a resolution to the COVID-19 situation and that there are no significant service cuts or fare increases.

Minor adjustments in routing, promotional campaigns, and increases in service (where warranted) are among the efforts which have been made by Shoreline Metro over the past several years in order to increase ridership and revenues. There will be a continued backing of transit at the state level. There has also been support for Shoreline Metro in the communities which it serves; such support is expected to continue on the part of a majority of local decision makers in the years to come. However, this support needs to translate into additional subsidy for the transit

operation, which may be difficult to accomplish at all levels of government given the federal deficit, difficulties in balancing the state budget, constraints on local budgets, and few state-authorized options outside the property tax for generating local revenues. There is a strong pro-efficiency movement among local officials in which Shoreline Metro and other city operations have been expected to become leaner and more efficient before receiving increases in municipal-level aids. Many capital acquisitions listed in this TIP are justified precisely with increased efficiency in mind.

In 2021, Shoreline Metro will make improvements its transit administration and maintenance facility using special FTA Section 5307 funding provided through the “Coronavirus Aid, Relief, and Economic Security” (CARES) Act. In 2022, Shoreline Metro will replace up to twelve 35-foot fixed-route buses, with five of the bus replacements involving funding from the Congestion Mitigation and Air Quality (CMAQ) program, up to six of the bus replacements involving funding from the Volkswagen Diesel Emissions Environmental Mitigation Trust, and one of the bus replacements involving FTA Section 5339 funding. Shoreline Metro has no transit capital projects programmed for 2023 or 2024. Shoreline Metro is encouraged to use its fleet in such a manner that large proportions of the fleet will not need to be replaced simultaneously. No major capital improvements are planned over the program period. Farebox revenues will be stable over the program period, and sources of combined public support will involve increases over the program period. Judging from this information, we find Shoreline Metro to have had a positive financial condition over the past four years, and that Shoreline Metro has the financial capacity to undertake the purchase of all capital items and maintain existing service levels which are programmed in this *2021 – 2024 Transportation Improvement Program (TIP)*.

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**APPENDIX E**  
**STATEMENT OF IMPACTS OF TIP PROJECTS ON**  
**ENVIRONMENTAL JUSTICE**

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## IMPACTS OF PROJECTS IN THE 2021 – 2024 TIP ON ENVIRONMENTAL JUSTICE

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In 1994, *Executive Order 12898 – Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations* was issued. This Executive Order, accompanied by Title VI of the Civil Rights Act of 1964, attempts to identify, avoid and minimize disproportionately harmful or hazardous health and environmental effects on minority and low-income populations. This Executive Order was issued in response to public concerns that everyone deserves equal protection under the law. Each federal agency, including the U.S. Department of Transportation (USDOT), was directed to make environmental justice a part of its mission.

In 1997, the U.S. Department of Transportation issued *DOT Order to Address Environmental Justice in Minority Populations and Low-Income Populations*. According to the USDOT, there are three fundamental principles at the core of environmental justice:

- To avoid, minimize or mitigate disproportionately high and adverse human health and environmental effects, including social and economic effects, on minority populations and on low income populations;
- To ensure the full and fair participation by all potentially affected communities in the transportation decision making process; and
- To prevent the denial of, reduction in, or significant delay in the receipt of benefits by minority and low-income populations.

Maps E.1, E.2 and E.3 illustrate the census block groups with above average minority and/or low-income populations. All of these census block groups are located wholly or partially in the City of Sheboygan. Portions of census block groups 3.3, 4.2 and 10.2 are located in the Town of Sheboygan.

All analysis was done at the block group level. Minority and low-income population data were collected from the *2014 – 2018 American Community Survey 5-Year Estimates*. The Decennial Census no longer has a “long form” that asks economic and other detailed questions.

### **Street and Highway Projects and their Impacts on Environmental Justice Target Areas**

Street and highway projects affecting census block groups with above average minority and/or low income populations are shown in Map E.1; this map only shows programmed street and highway projects during the period covered by this TIP, and does not include WisDOT level of effort projects. The following projects are within or along the boundary of census block groups with above average minority and/or low-income populations:

- Project #2: Taylor Drive from Indiana Avenue to Superior Avenue: Addition of Radio Communication Infrastructure, Installation of Video Detection, Conducting Intersection Turning Movement Counts, and Retiming and Coordinating Traffic Signals in 2022 (the project bisects a census block group with a high minority population between the north approach of the Taylor Drive bridge and Kohler Memorial Drive);

- Project #3: State Highway 23/Kohler Memorial Drive/Erie Avenue from North Taylor Drive to North 9<sup>th</sup> Street: Addition of Radio Communication Infrastructure, Installation of Video Detection, Conducting Intersection Turning Movement Counts, and Retiming and Coordinating Traffic Signals in 2022 (the project takes place along four environmental justice target areas, including: one (1) census block group with a high minority population located south of the project extent between Taylor Drive and the Union Pacific Railroad just east of North 18<sup>th</sup> Street; one (1) census block group with a high minority population and a very high population below the poverty level located south of the project extent between the Union Pacific Railroad and North 9<sup>th</sup> Street; one (1) census block group with a high minority population and a high population below the poverty level located north of the project extent between the Union Pacific Railroad and North 13<sup>th</sup> Street; and one (1) census block group with a very high minority population and a very high population below the poverty level located north of the project extent between North 13<sup>th</sup> Street and North 9<sup>th</sup> Street);
- Project #4: State Highway 28/State Highway 42/14<sup>th</sup> Street/Calumet Drive from Indiana Avenue to North Avenue: Addition of Radio Communication Infrastructure, Installation of Video Detection, Conducting Intersection Turning Movement Counts, and Retiming and Coordinating Traffic Signals in 2022 (the project takes place within or along the border of four environmental justice target areas, including: one (1) census block group with a very high minority population and a very high population below the poverty level which is bisected by the project between Indiana Avenue and the southern approach to the 14<sup>th</sup> Street bridge; one (1) census block group with a high minority population and a very high population below the poverty level which is bisected by the project between the northern approach of the 14<sup>th</sup> Street Bridge to Erie Avenue; one (1) census tract with a high minority population and a high population below the poverty level which is bisected by the project between Erie Avenue and Mehrtens Avenue; and one (1) census tract with a high minority population and a very high population below the poverty level located northeast of the project extent between Mehrtens Avenue and Lincoln Avenue);
- Project #5: Interstate Highway 43 from Wilson Lima Road to State Highway 42: Resurfacing in 2024 (the project is on the western edge of a census block group with a high minority population);

One of the above noted projects is a system preservation project, while three of these are system improvement projects that are expected to improve the quality and safety of the existing street and highway network. None of the above noted projects involves additional capacity.

### **Bicycle and Pedestrian Transportation Projects and their Impacts on Environmental Justice Target Areas**

Bicycle and pedestrian transportation projects affecting census block groups with above average minority and/or low income populations are shown in Map E.2; this map only shows programmed projects involving construction during the period covered by this TIP, and does not include projects involving educational/outreach efforts or WisDOT level of effort projects, nor does it include projects where impacts cannot reasonably be mapped. Some projects that cannot be mapped will benefit residents in environmental justice target areas.

One (1) bicycle and pedestrian transportation project shown in Map E.2 touches environmental justice target areas, as follows:

- Project #1: County Highway PP: Sheboygan River Bridge to South 24<sup>th</sup> Street: Conversion into a Linear Parkway and Trail Facility in 2022 (this project touches a census block group with a high minority population to the west and touches another census block group with a high minority population to the east).

The above noted project and all projects outside environmental justice target areas are expected to benefit minority and low-income populations throughout the metropolitan planning area.

### **Transit Projects and their Impacts on Environmental Justice Target Areas**

Map E.3 shows the route structure of Shoreline Metro in comparison to environmental justice target areas within the metropolitan planning area. All of the residential portions of the targeted census block groups located within the metropolitan planning area are currently served by transit. The transit service provided allows residents of the targeted census block groups to reach nearly all major destinations (such as major employment centers, entertainment and recreation venues, government services, health care, schools and shopping centers) in 30 minutes or less. When using transit, most residents need to walk no more than three to five blocks to reach their bus stop or destination.

### **TIP Projects and Direct and Indirect Impacts on Minority and/or Low-Income Populations**

Taken as a whole, the projects in this *2021 – 2024 TIP*, together with the other public and privately funded transportation improvements and services provided in the Sheboygan Metropolitan Planning Area, do not impose disproportionately high and adverse impacts on minority populations and/or on low income populations. In addition, the benefits of the transportation services and improvements proposed are reasonably distributed to serve the mobility and accessibility needs of all population groups (and particularly of minority and/or low income populations) within the Sheboygan Metropolitan Planning Area. These statements are based on the analysis of proposed projects, their locations, and impacts on both minority and low-income populations as summarized in this appendix to the TIP.

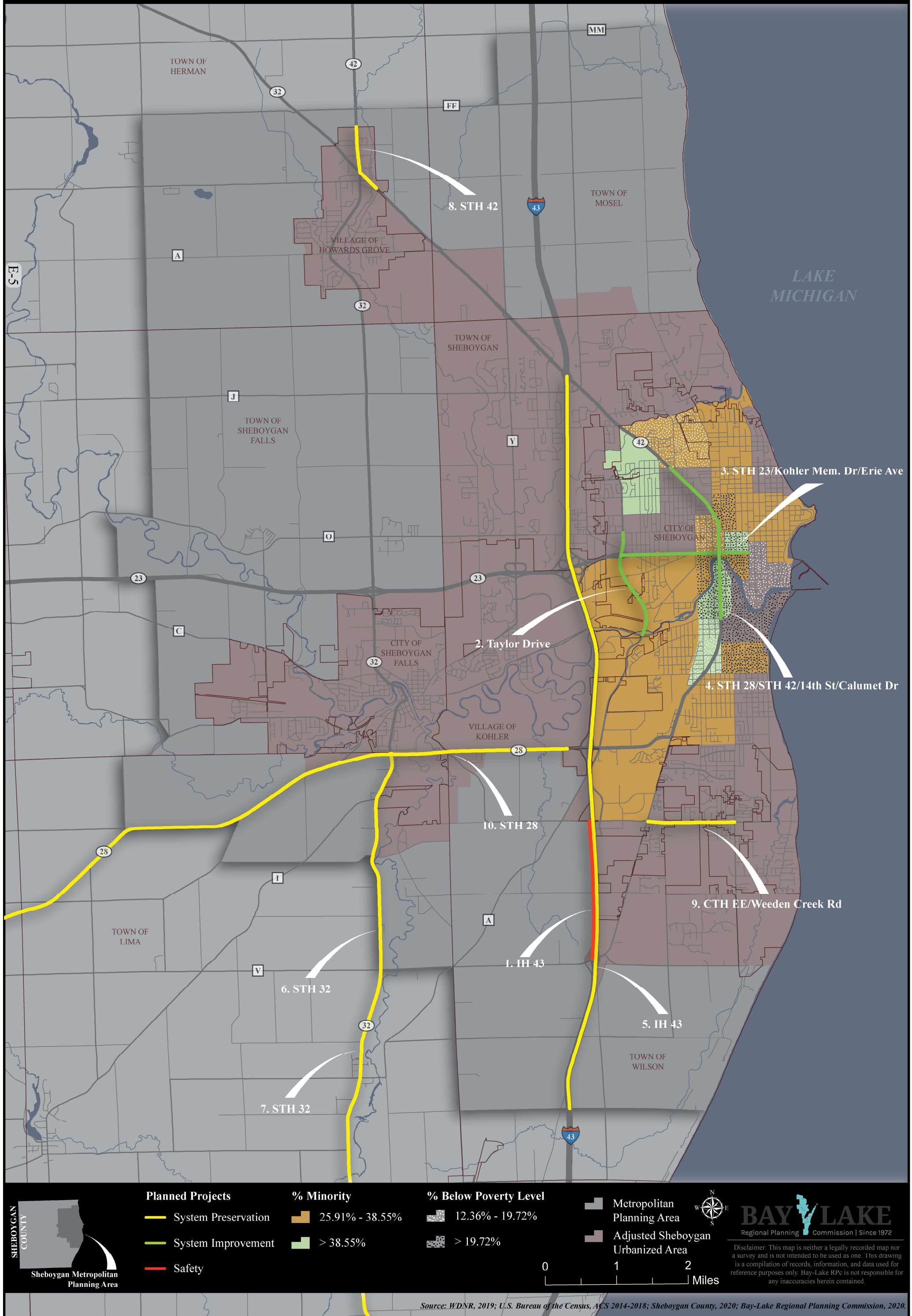
Additional environmental justice analysis can be found in Appendix E of the Update to the *Year 2045 Sheboygan Area Transportation Plan (SATP)* approved in April of 2019.

### **Public Involvement of Minority and Low-Income Populations**

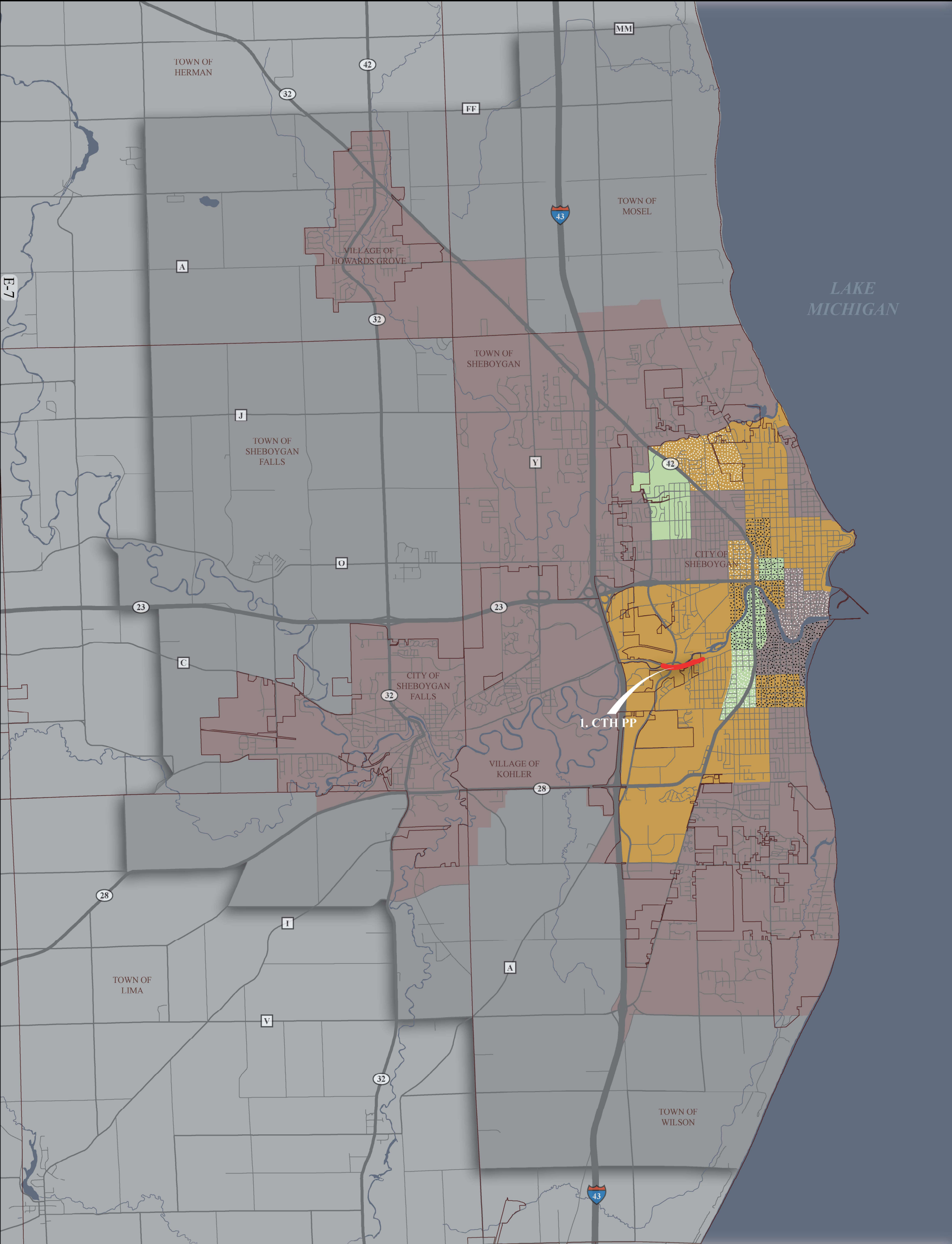
Attempts to involve minority and low-income populations in the development of this TIP can be found in the *Public Participation Process* section within the main body of this *2021 – 2024 TIP*.

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2021-2024 Street and Highway Improvement Project  
Locations and Environmental Justice Target Areas







Planned Projects

- Bicycle and Pedestrian Projects

% Minority

- 25.91% - 38.55%
- > 38.55%

% Below Poverty Level

- 12.36% - 19.72%
- > 19.72%

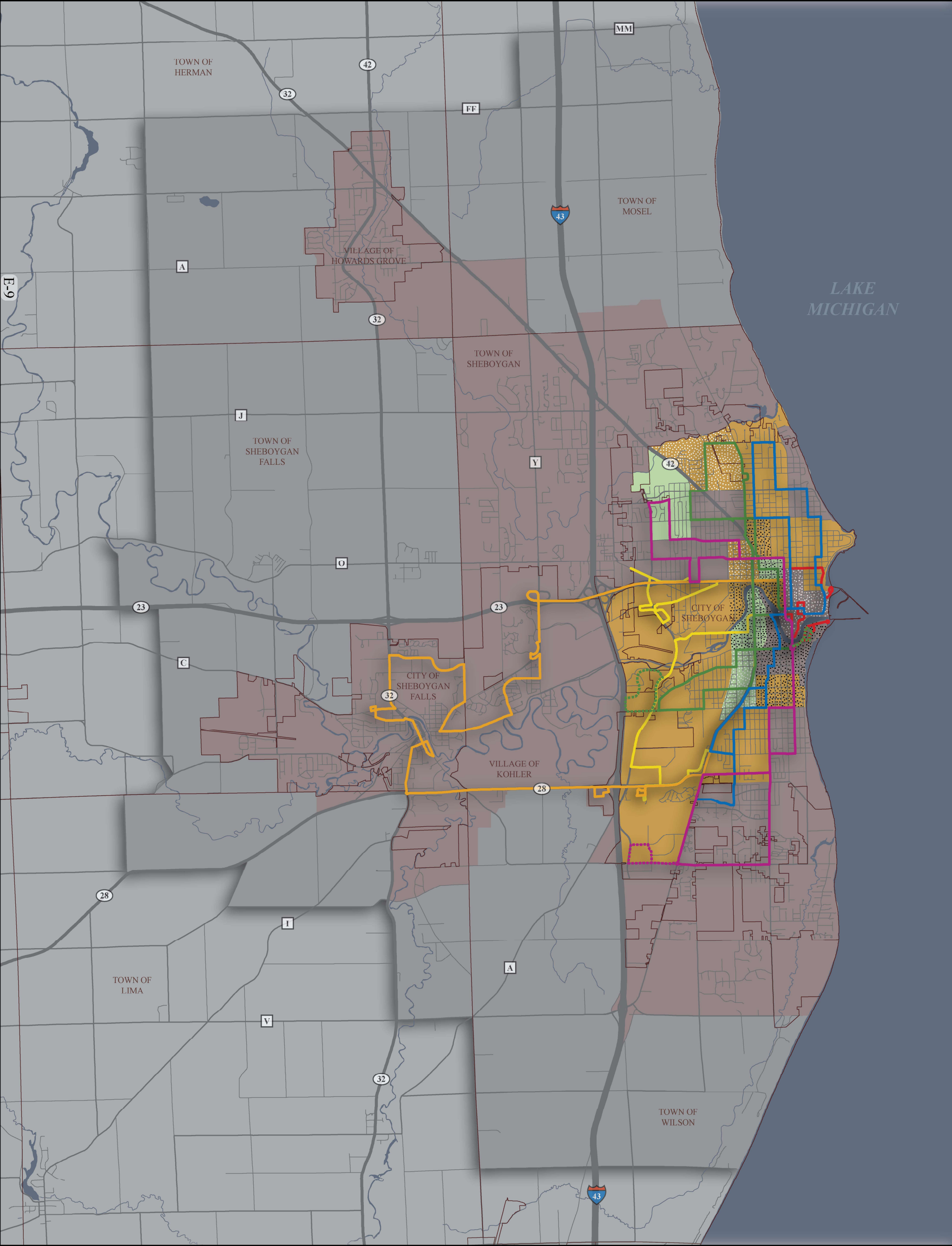
- Metropolitan Planning Area
- Adjusted Sheboygan Urbanized Area



Disclaimer: This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information, and data used for reference purposes only. Bay-Lake RPe is not responsible for any inaccuracies herein contained.

0 1 2 Miles





SHEBOYGAN COUNTY

Sheboygan Metropolitan Planning Area

Shoreline Metro Routes

Route 3 North/South\*

Route 5 North/South

Route 7 North/South\*

Route 10 North/South

Route 20 Sheboygan Falls/Kohler

Route 40 The Square\*\*

% Minority

25.91% - 38.55%

> 38.55%

% Below Poverty Level

12.36% - 19.72%

> 19.72%

Metropolitan Planning Area

Adjusted Sheboygan Urbanized Area

012

Miles

BAY LAKE

Regional Planning Commission | Since 1972

Disclaimer: This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information, and data used for reference purposes only. Bay-Lake RPe is not responsible for any inaccuracies herein contained.

\*Dashed line indicates service for parts of the day. \*\*Seasonal (Mid-June to Labor Day)

Source: WDNR, 2019; U.S. Bureau of the Census, ACS 2014-2018; Sheboygan County, 2020; Shoreline Metro, 2020; Bay-Lake Regional Planning Commission, 2020.

**APPENDIX F**  
**MPO APPROVAL OF TIP**

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## RESOLUTION 10-2020

**Resolution of the Bay-Lake Regional Planning Commission approving the *Sheboygan Metropolitan Planning Area Transportation Improvement Program (TIP): Calendar Years 2021 – 2024*, determining air quality conformity for the *Update to the Year 2045 Sheboygan Area Transportation Plan (SATP)* and its implementing *2021 – 2024 TIP*, and certifying the Metropolitan Transportation Planning Process for the Sheboygan Metropolitan Planning Area**

WHEREAS, the Bay-Lake Regional Planning Commission is the officially designated Metropolitan Planning Organization (MPO) for metropolitan transportation planning in the Sheboygan Metropolitan Planning Area; and

WHEREAS, U.S. Department of Transportation regulations provide for self-certification that the metropolitan transportation planning process is being carried out in conformance with all applicable requirements of federal law; and

WHEREAS, metropolitan transportation planning, including the preparation of Transportation Plans and Transportation Improvement Programs (TIPs) or TIP Amendments, is required of metropolitan planning areas and by federal statutes and regulations within the purview of the U.S. Department of Transportation, including Title 23 of the U.S. Code, Section 134 (and its implementing regulation, 23 CFR 450(c), as amended), and Title 49, U.S. Code (Federal Transit Act, as amended); and

WHEREAS, the *Update to the Year 2045 SATP* was adopted by the Bay-Lake Regional Planning Commission in April 2019 following a plan preparation effort involving public outreach and numerous meetings of the Sheboygan MPO Technical and Policy Advisory Committees; and

WHEREAS, a specific air quality conformity analysis was undertaken with respect to the 2008 8-hour moderate ozone nonattainment area that covers all of Sheboygan County and the 2015 8-hour marginal nonattainment area that covers much of eastern Sheboygan County (including much of the Sheboygan Metropolitan Planning Area), with the result that the *Update to the Year 2045 SATP* and its implementing *2021 – 2024 TIP* have been determined to conform to the existing State of Wisconsin implementation plan for the achievement and maintenance of national ambient air quality standards, as required by the federal Clean Air Act Amendments of 1990 and their implementing regulations; and

WHEREAS, citizen input was received on the *2021 – 2024 TIP* through a public participation process which included a public comment period and public hearing, as well as public meetings of the Sheboygan MPO Technical and Policy Advisory Committees, and which otherwise conformed to provisions for TIP development in the 2020 update to the *Sheboygan MPO Public Participation Plan*; and

WHEREAS, the *2021 – 2024 TIP* for the Sheboygan Metropolitan Planning Area was reviewed (and modified, where necessary) by professionals and by elected officials representing municipalities in the Sheboygan Metropolitan Planning Area as well as by private sector transportation providers before subsequently being recommended for approval by the Sheboygan MPO Technical and Policy Advisory Committees at their joint meeting on October 29, 2020.

NOW, THEREFORE BE IT RESOLVED:

**FIRST:** That the Bay-Lake Regional Planning Commission approves the *Sheboygan Metropolitan Planning Area Transportation Improvement Program (TIP): Calendar Years 2021 – 2024* as being compatible with existing transportation plans and programs in the Sheboygan Metropolitan Planning Area.

**SECOND:** That the Bay-Lake Regional Planning Commission determines that the *Update to the Year 2045 SATP* and its implementing *2021 – 2024 TIP* for the Sheboygan Metropolitan Planning Area conform to the State of

Wisconsin Implementation Plan for the achievement and maintenance of national ambient air quality standards, as required by the federal Clean Air Act Amendments of 1990 and their implementing regulations.

**THIRD:** That the Bay-Lake Regional Planning Commission, as MPO for the Sheboygan Metropolitan Planning Area, and in accordance with 23 CFR 450.334(a), hereby certifies that the metropolitan transportation planning process is addressing major issues facing the Sheboygan Metropolitan Planning Area, and is being conducted in accordance with all applicable requirements of:

- (1) 23 U.S.C. 134, 49 U.S.C. 5303, and this subpart;
- (2) Sections 174 and 176 (c) and (d) of the Clean Air Act, as amended (42 U.S.C. 7504, 7506 (c) and (d)) and 40 CFR Part 93;
- (3) Title VI of the Civil Rights Act of 1964, as amended (42 U.S.C. 2000d-1) and 49 CFR Part 21;
- (4) 49 U.S.C. 5332, prohibiting discrimination on the basis of race, color, creed, national origin, sex, or age in employment or business opportunity;
- (5) Section 1101 (b) of the "Fixing America's Surface Transportation (FAST)" Act (Pub. L. 114-357) and 49 CFR Part 26 regarding the involvement of disadvantaged business enterprises in DOT funded projects;
- (6) 23 CFR Part 230, regarding the implementation of an equal employment opportunity program on Federal and Federal-aid highway construction contracts;
- (7) The provisions of the Americans with Disabilities Act of 1990 (42 U.S.C. 12101 *et. seq.*) and 49 CFR Parts 27, 37 and 38;
- (8) The Older Americans Act, as amended (42 U.S.C. 6101), prohibiting discrimination on the basis of age in programs or activities receiving Federal financial assistance;
- (9) Section 324 of Title 23, U.S.C., regarding the prohibition of discrimination based on gender; and
- (10) Section 504 of the Rehabilitation Act of 1973 (29 U.S.C. 794) and 49 CFR Part 27 regarding discrimination against individuals with disabilities.

**FOURTH:** That the Bay-Lake Regional Planning Commission certifies that the 2021 – 2024 TIP for the Sheboygan Metropolitan Planning Area contains only projects that are consistent (in scope, termini and the implementation schedule) with the Update to the Year 2045 SATP.

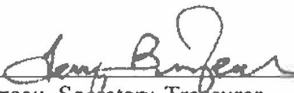
**FIFTH:** That the Bay-Lake Regional Planning Commission endorses the continuation of the urban transportation planning process in the Sheboygan Metropolitan Planning Area.



Dan Koski, Chairperson  
Bay-Lake Regional Planning Commission

ATTEST:

I, Terry Brazeau, Secretary-Treasurer of the Bay-Lake Regional Planning Commission, hereby certify that the above is a true copy of a resolution adopted by the Bay-Lake Regional Planning Commission on the 30<sup>th</sup> day of October, 2020.



Terry Brazeau, Secretary-Treasurer  
Bay-Lake Regional Planning Commission

**APPENDIX G**  
**SURFACE TRANSPORTATION BLOCK GRANT (STBG) URBAN**  
**PROJECT PRIORITIZATION POLICY**

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## **SURFACE TRANSPORTATION BLOCK GRANT (STBG) URBAN PROJECT PRIORITIZATION POLICY: TRANSPORTATION IMPROVEMENT PROGRAMS: SHEBOYGAN URBANIZED AREA**

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**As Revised: Effective November 1, 2014**

### **I. Surface Transportation Block Grant (STBG) Urban Project Eligibility**

Street and highway construction projects on arterial and collector routes within the Sheboygan Urbanized Area, transit capital projects and transportation alternatives projects in the Sheboygan Urbanized Area, in general, are eligible for STBG Urban project funding. The following are guidelines which shall be used by the MPO in determining whether street and highway construction, transit capital and transportation alternatives projects have sufficient priority to be included as STBG Urban eligible projects in a Transportation Improvement Program (TIP):

- A. The costs of feasibility studies are not eligible for STBG Urban project funding. However, engineering or design costs are eligible for funding.
- B. Right-of-way acquisition costs are eligible for STBG Urban project funding. However, such right-of-way acquisition must meet all state and federal guidelines.
- C. Isolated traffic signal installation projects are not eligible for STBG Urban project funding. However, applicants for such projects are encouraged to apply for funding under the Highway Safety Improvement Program (HSIP).
- D. Railroad crossing projects are not eligible for STBG Urban project funding unless they are part of an STBG Urban eligible project.
- E. The sponsoring local government or governments is (or are) required to present evidence from their Capital Improvement Program indicating financial commitment to the local share of the project if funded, and also must submit a WisDOT project worksheet to the MPO and to the WisDOT Northeast Region office by the deadline established by the MPO for the upcoming biennium.

### **II. Project Level Tests of STBG Urban Project Eligibility**

The following tests of eligibility must be satisfied before a project can proceed to the prioritization categories:

- A. The project must be submitted by a local jurisdiction for inclusion in an upcoming Transportation Improvement Program (TIP). In addition, the overall TIP must be in conformity with the Wisconsin Department of Natural Resources' State Implementation Plan (SIP) for Air Quality, as required by the Clean Air Act Amendments (CAAA) of 1990.



- B. The project must appear as a recommendation in the Sheboygan Area Transportation Plan (SATP), in its various components. If the project is not in the SATP, the SATP must be amended to include the project.
- C. Engineering and design are eligible costs under this program. However, preliminary engineering must be completed before a project may be eligible for construction funding. Evidence of cost estimates based on completed preliminary engineering for the project must be attached to the WisDOT project worksheet.

### **III. Special Conditions of the Prioritization Process**

Alternate financing sources should be used whenever possible before considering STBG Urban funds to finance a project. Examples of such alternate financing sources for street and highway improvements include the National Highway Performance Program (for bridges on the National Highway System network), STBG non-urban funds (for bridges off the NHS network), the state Transportation Economic Assistance (TEA) program, the Congestion Management and Air Quality (CMAQ) improvement program, the HSIP program, and the Local Roads Improvement Program (LRIP). Examples of such alternate financing sources for transit capital improvements include the FTA Section 5307 and Section 5339 programs and the CMAQ program. Examples of such alternate financing sources for transportation alternatives include the STBG transportation alternatives set-aside and the CMAQ program.

Federal funding participation for any project in this program cannot be more than 80 percent of total project costs. In an effort to make federal participation worth the paperwork involved with any project financed by state and/or federal funds, the MPO has established a 50 percent minimum for federal participation on most projects. Exceptions can be made for high-cost projects which are expected to utilize more than half the federal STBG Urban project allotment made to the Sheboygan Urbanized Area in any given funding period.

### **IV. STBG Urban Project Prioritization Criteria**

The criteria in this section shall be used to evaluate STBG Urban eligible projects in order to establish priorities based on need. These criteria include current or potential demand, importance of the facility in the urban transportation system, and condition of the facility, corridor, vehicle or equipment. Overall score determines the priority of all eligible projects, with the highest score receiving top priority in each project category.

- A. *Current or Potential Demand.* This is an indicator of capacity problems with a street or highway, transit vehicle or bicycle or pedestrian facility. In the case of street or highway improvements to existing facilities, a higher volume-to-capacity ratio receives a higher score. In the case of new streets or highways, a volume-to-capacity ratio close to 0.70 receives a higher score. The projected “no build” volume-to-capacity ratios under the recommended growth scenario calculated for the current SATP will be applied in determining the volume-to-capacity ratios for improvements to existing facilities under this criterion. The projected volume-to-capacity ratios under the “recommended plan” and the recommended growth scenario calculated for the current SATP will be applied in determining the volume-to-capacity ratios for new streets or highways under this criterion.

In the case of transit vehicle improvements, a higher vehicle load factor receives a higher score. The vehicle load factor for a specific route will be used when transit

vehicle improvements can be attributed to that route. Otherwise, a systemwide vehicle load factor will be used to evaluate transit vehicle improvements. In the case of other transit capital improvements, a score of 5 will be assigned to such improvements.

In the case of transportation alternatives, a large amount of potential use on a typical summer day by bicyclists, pedestrians and other non-motorized traffic receives a higher score.

#### STREET OR HIGHWAY RECONSTRUCTION

<u>Volume-to-Capacity Ratio</u>	<u>Score</u>
1.01 or higher	10
0.81 - 1.00	8
0.61 - 0.80	6
0.41 - 0.60	4
0.21 - 0.40	2
0.01 - 0.20	0

#### TRANSIT VEHICLE IMPROVEMENTS

<u>Vehicle Load Factor</u>	<u>Score</u>
1.01 or higher	10
0.81 - 1.00	8
0.61 - 0.80	6
0.41 - 0.60	4
0.21 - 0.40	2
0.01 - 0.20	0

#### NEW STREETS OR HIGHWAYS

<u>Anticipated V/C Ratio</u>	<u>Score</u>
0.86 or higher	0
0.76 - 0.85	5
0.66 - 0.75	10
0.56 - 0.65	7
0.46 - 0.55	3
0.01 - 0.45	0

#### OTHER TRANSIT CAPITAL IMPROVEMENTS

<u>All Eligible Projects</u>	<u>Score</u>
	5

#### TRANSPORTATION ALTERNATIVES

<u>Potential Daily Use</u>	<u>Score</u>
250 or higher	10
200 - 249	8
150 - 199	6
100 - 149	4
50 - 99	2
0 - 49	0

- B. *Importance of the Facility in the Urban Transportation System.* This is an indicator of an existing or planned street or highway, transit vehicle or capital improvement or transportation alternative in the transportation system of the Sheboygan Urbanized Area. In the case of existing or planned street or highway improvements, this criterion gives priority to the improvement of principal arterial routes over minor arterial routes, and of minor arterial routes over collector routes.

In the case of transit vehicle or capital improvements, the transit director will prioritize transit vehicle or other transit capital improvements being considered for STBG Urban project funds into six tiers assigned points as described below. Transit capital STBG Urban candidate projects will be limited based on agency need and available funding.

In the case of transportation alternatives, consistency with recommendations made in the most current *Sheboygan County Pedestrian and Bicycle Comprehensive Plan* determines the importance of the facility in the urban transportation system as described below. Transportation alternatives which do not provide directly for bicycle, pedestrian

or other non-motorized transportation purposes are assigned one point under this criterion.

ALL STREET OR HIGHWAY IMPROVEMENTS

<u>Functional Classification</u>	<u>Score</u>
Principal Arterial	5
Minor Arterial (greater than 10,000 ADT)	4
Minor Arterial (less than 10,000 ADT)	3
Collector (greater than 5,000 ADT)	2
Collector (less than 5,000 ADT)	1
Local Street	0

ALL TRANSIT CAPITAL IMPROVEMENTS

<u>Director's Classification</u>	<u>Score</u>
First Tier	5
Second Tier	4
Third Tier	3
Fourth Tier	2
Fifth Tier	1
Sixth Tier	0

TRANSPORTATION ALTERNATIVES

<u>Pedestrian/Bicycle Plan Consistency</u>	<u>Score</u>
Completely Consistent (Facility Type, Scope and Timing)	5
Generally Consistent (Facility Type and Scope)	4
Somewhat Consistent (Facility Type)	3
Somewhat Inconsistent (Scope AND Timing are Consistent, but not Facility Type)	2
Generally Inconsistent (Scope OR Timing is Consistent)	1
Transportation Alternatives which do not Provide Directly for Bicycle, Pedestrian or Other Non-motorized Transportation Purposes	1
Completely Inconsistent	0

- C. *Condition.* An indicator of the degree to which pavements, vehicles, equipment, or corridors for bicyclists and pedestrians are deficient in project areas where STBG Urban funds are being considered in the TIP process. A higher score means that the pavement, transit capital item, bicycle corridor or pedestrian corridor is in poorer condition. Pavement Management Systems will be utilized in determining the pavement condition of existing streets and highways examined under this policy. In the City of Sheboygan, the pavement management system maintained by the city Department of Public Works will be utilized to evaluate the pavement deficiencies of streets and highways involving candidate projects, then converted to a score equivalent to the PASER pavement management system. The PASER system will be used to evaluate the pavement condition of all other candidate STBG Urban projects in the Sheboygan Urbanized Area. All new streets and highways shall be assigned an automatic ten points under this criterion.

In the case of transit vehicle or capital improvements, existing vehicle or equipment age, useful life of the vehicle or equipment as determined by FTA, and physical condition of the existing vehicle or equipment or conditions leading to the need for additional vehicles or equipment will be considered in determining the condition of vehicles and equipment examined under this policy.

In the case of transportation alternatives, the *Guide for the Development of Bicycle Facilities* and the *Guide for the Planning, Design and Operation of Pedestrian Facilities* (both of which are produced by the American Association of State Highway and Transportation Officials, or AASHTO) will be used in determining the condition of corridors for bicyclists and pedestrians.

<u>STREET OR HIGHWAY RECONSTRUCTION</u>		<u>ALL OTHER IMPROVEMENTS</u>	
<u>Pavement Condition</u>	<u>Score</u>	<u>Condition</u>	<u>Score</u>
Very Poor - Failure (Needs Reconstruction)	10	Very Poor - Failure	10
Poor (Needs Patching, Major Overlay, or Complete Recycling)	8	Poor	8
Fair (Sealcoat or Nonstructural Overlay Required)	6	Fair	6
Good (Crack Filling Required; Sealcoat Recommended)	4	Good	4
Very Good (Recent Sealcoat or New Road Mix)	2	Very Good	2
Excellent (New Construction or Recent Overlay)	0	Excellent	0
<u>NEW STREETS OR HIGHWAYS</u>		<u>NEW TRANSPORTATION ALTERNATIVES</u>	
<u>All Eligible Projects</u>	<u>Score</u>	<u>All Eligible Projects</u>	<u>Score</u>
	10		10

- D. *Multimodalism*. This criterion evaluates whether a candidate project includes alternatives to single occupancy vehicle transportation. This can include transit and non-motorized transportation (including bicycle and pedestrian travel). Examples include newly constructed or reconstructed sidewalks, roadways with appropriate bearing capacity for buses, bus loading zones, bus lanes and construction of lanes with adequate widths for bicycles. Projects must serve as general use to the public. Projects which incorporate alternative facilities that primarily serve a transportation purpose rather than a recreational purpose will receive higher priority. Transit and most transportation alternative projects will receive 1, 3 or 5 points, depending on the number of alternate modes which they ultimately serve.

### ALL PROJECTS

<u>Number of Alternate Modes Served</u>	<u>Points</u>
Adds Three Alternate Modes	5
Adds Two Alternate Modes	3
Adds One Alternate Mode	1
Adds No Alternate Modes	0
Deletes One Alternate Mode	-1
Deletes Two Alternate Modes	-3
Deletes Three Alternate Modes	-5

- E. *Transportation Safety.* This criterion is based on an assessment of existing safety problems and the extent to which the proposed project will reduce such problems. Crash statistics and standards should be used when considering street and highway projects, while more qualitative safety aspects should be considered for bicycle and pedestrian transportation projects and for transit capital projects. In addition, this criterion emphasizes a goal of eliminating or minimizing corridor or intersection safety problems on the system. In the case of street and highway projects, alternative ratings are available by project type based on segment crash rates, high accident intersection locations and new facilities.

### **Street and Highway Improvement Projects**

In the case of street and highway improvement projects, alternative ratings are available by project type based on segment crash rates, high accident intersection crash rates, and new facilities.

#### **Segment Crash Rates**

WisDOT determines average crash rates per 100 million vehicle miles traveled by facility type or functional classification. These crash rates can be determined for mid-block segments of urban streets.

<u>Crash Rate</u>	<u>Score</u>
280 or more	5
150 to 279	3
1 to 149	1
0	0

#### **High Accident Intersections**

Crash rates at intersections are scored as follows:

<u>Crash Rate</u>	<u>Score</u>
5 or more	5
3 to 4	3
1 to 2	1
0	0

## **New Facilities**

An assumption is made that an increase in travel options improves the efficiency and safety of the existing infrastructure by shifting trips traveled to safer facilities.

<u>Safety Determination</u>	<u>Score</u>
Safety concerns addressed without compromising usefulness; promotes increased use by all user groups	5
Safety measures may encourage increased use by many user groups, but discourage use by a few user groups	3
Safety measures encourage increased use by some user groups, but discourage use by a fairly equal number of user groups	1
Facility use definitely decreases, or safety concerns cannot be adequately addressed	0

## **Bicycle and Pedestrian Transportation Projects**

<u>Safety Determination</u>	<u>Score</u>
The bicycle or pedestrian transportation project would have a high, positive impact on safety (i.e.: reduction in crashes)	5
The bicycle or pedestrian transportation project would have a moderate, positive impact on safety	3
The bicycle or pedestrian transportation project would have a low positive impact on safety	1
The bicycle or pedestrian transportation project would have no impact on safety	0

## **Transit Capital Improvements**

<u>Safety Determination</u>	<u>Score</u>
The transit capital project would have a high, positive impact on safety	5
The transit capital project would have a moderate, positive impact on safety	3
The transit capital project would have a low positive impact on safety	1
The transit capital project would have no impact on safety	0

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**APPENDIX H**  
**TRANSITION IN PROGRAMMING FROM MAP-21 TO FAST ACT**  
**FUNDING PROGRAMS**



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## TRANSITION IN PROGRAMMING FROM MAP-21 TO FAST ACT FUNDING PROGRAMS

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The FAST Act made modest changes to the Federal-aid Highway funding programs established in MAP-21. MAP-21 significantly changed the SAFETEA-LU and prior highway funding programs.

The biggest FAST Act change was to retitle the former Surface Transportation Program (STP) to the Surface Transportation Block Grant Program (STBG) while basically retaining all of the historic subprograms, which distribute funding based on population groups. TIPs typically showed STP funding broken out by the urban funding administered by the MPOs and STP-Flex or Other for the flexible funding program administered by WisDOT. These former STP program funds should now be shown as STBG with the corresponding urban-flex breakout.

The stand-alone MAP-21 Transportation Alternatives Program (TAP) was pulled under the STBG program as a set-aside, similar to the former Transportation Enhancements program. WisDOT continues to administer the Transportation Alternatives set-aside as a separate program. Funding can be shown as TA or STBG-TA in the TIPs.

The stand-alone Bridge Program was eliminated in MAP-21. WisDOT continues to administer the bridge program separately from the more general highway improvement programs, but the federal source of funding for bridge improvement projects comes from either the NHPP for projects on the NHS or STBG. The WisDOT Region offices should work with their respective MPOs to provide the current federal-aid highway program (NHPP or STBG) associated with bridge projects.

### **FAST Act Funding Program**

NHPP (National Highway Performance Program)

STBG (Surface Transportation Block Grant Program)

HSIP (Highway Safety Improvement Program)

HSIP-RR (Rail-Highway Grade Crossing Set-aside)

CMAQ (Congestion Mitigation & Air Quality Improvement Program)

### **Associated Prior Act Funding Programs**

IM, NHS, BR (on the NHS)

STP, BR (not on the NHS),  
TAP, TE, SRTS  
Subcategorization for urban,  
flex, bridge, TA

HSIP

HSIP-RR

CMAQ

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**APPENDIX I**  
**PERFORMANCE MEASURES IN THE SHEBOYGAN METROPOLITAN**  
**PLANNING AREA TIP**

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## **PERFORMANCE MEASURES IN THE SHEBOYGAN METROPOLITAN PLANNING AREA TRANSPORTATION IMPROVEMENT PROGRAM (TIP)**

### **Introduction**

As part of recent federal transportation legislation (MAP-21 and the FAST Act), it is a requirement to incorporate performance-based planning and programming into the development of Metropolitan Planning Organization (MPO) Long-Range Transportation Plans (LRTPs) and Transportation Improvement Programs (TIPs). The Statewide and Nonmetropolitan Transportation Planning; Metropolitan Transportation Planning; Final Rule further defined that the TIP shall include, to the maximum extent practicable, a description of the anticipated effect of the TIP toward achieving the 23 CFR 490 performance measure targets identified in the metropolitan transportation plan, linking investment priorities to those performance targets (23 CFR 450.326(d)).

Federal funding is provided for a wide range of transportation-related activities, including projects on higher function local streets and highways not on the State Trunk Highway system, and local safety improvements. These programs are funded through the federal “Fixing America’s Surface Transportation” (FAST) Act.

23 USC 150: National performance measure goals are:

- **Safety** – To achieve a significant reduction in traffic fatalities and serious injuries on all public roads;
- **Infrastructure Condition** – To maintain the highway infrastructure asset system in a state of good repair;
- **Congestion Reduction** – To achieve a significant reduction in congestion on the National Highway System;
- **System Reliability** – To improve the efficiency of the surface transportation system;
- **Freight Movement and Economic Vitality** – To improve the national freight network, strengthen the ability of rural communities to access national and international trade markets, and support regional economic development;
- **Environmental Sustainability** – To enhance the performance of the transportation system while protecting and enhancing the natural environment; and
- **Reduced Project Delivery Delays** – To reduce project costs, promote jobs and the economy, and expedite the movement of people and goods by accelerating project completion through eliminating delays in the project development and delivery process, including reducing regulatory burdens and improving agencies’ work practices.

More information on the national performance measure goals can be found at the Federal Highway Administration (FHWA) website link listed below:

<https://www.fhwa.dot.gov/tpm/about/goals.cfm>

MAP-21/FAST Act Performance Measures (as established in 49 USC 625 and 23 CFR 490) are:

- Transit
  - Rolling Stock: The percentage of revenue vehicles (by type) that exceed the useful life benchmark (ULB)
  - Equipment: The percentage of equipment that exceeds the ULB
  - Facilities: The percentage of facilities (by group) that are rated less than 3.0 on the Transit Economic Requirements Model (TERM) Scale
  - Infrastructure: The percentage of track segments (by mode) that have performance restrictions. Track segments are measured to the nearest 0.01 of a mile. (This performance measure does not apply to the Sheboygan Metropolitan Planning Area)
- Safety
  - Number of fatalities
  - Fatalities per 100 million vehicle miles traveled
  - Number of serious injuries
  - Serious injuries per 100 million vehicle miles traveled
  - Number of non-motorized fatalities and non-motorized serious injuries
- Infrastructure
  - Percentage of pavements on the Interstate System in Good Condition
  - Percentage of pavements on the Interstate System in Poor Condition
  - Percentage of pavements on the non-Interstate National Highway System (NHS) in Good condition
  - Percentage of pavements on the non-Interstate NHS in Poor condition
  - Percentage of NHS bridges classified as in Good condition
  - Percentage of NHS bridges classified as in Poor condition
- System Performance on the NHS
  - Interstate Travel Time Reliability Measure: Percent of person-miles traveled on the Interstate that are reliable
  - Non-Interstate NHS Travel Time Reliability Measure: Percent of person-miles on the non-Interstate NHS that are reliable
- Freight Movement
  - Freight Reliability Measure: Truck Travel Time Reliability (TTTR) Index

- CMAQ – Congestion Reduction
  - Peak Hour Excessive Delay (PHED) Measure: Annual Hours of PHED Per Capita (This performance measure does not apply to the Sheboygan Metropolitan Planning Area)
  - Non-Single Occupancy Vehicle (SOV) Travel Measure: Percentage of Non-SOV Travel (This performance measure does not apply to the Sheboygan Metropolitan Planning Area)
  - Emissions Measure: Total Emission Reductions

## **Sheboygan MPO Performance-Based Planning and Programming Processes**

### **Long-Range Transportation Plan**

The Bay-Lake Regional Planning Commission, as the designated MPO for the Sheboygan Metropolitan Planning Area, has been using performance measures in its planning process for several years. The Update to the *Year 2045 Sheboygan Area Transportation Plan (SATP)* addressed performance measures as a new requirement as a part of the federal MAP-21 transportation legislation, which continued in the FAST Act. MPO staff has been tracking and updating data on an annual basis or as it becomes available. The national performance measure goals identified in the introduction have been incorporated into the policies and performance measures monitored in the Update to the *Year 2045 SATP*. The Update to the *Year 2045 SATP* was approved on April 26, 2019, and can be viewed at the following page on the Sheboygan MPO website:

<https://baylakerpc.org/sheboygan-mpo/long-range-transportation-planning/year-2045-sheboygan-area-transportation-plan-satp>

The Update to the *Year 2045 SATP* involved a performance-based planning process.

### **Transportation Improvement Program (TIP)**

The Sheboygan MPO has always used appropriate scoring criteria for ranking and selecting projects for the Surface Transportation Block Grant (STBG) – Urban program in the TIP. The ranking criteria for this federal program use scoring systems that are tied to goals and policies in the Update to the *Year 2045 SATP*. The TIP evaluates short-range projects based on criteria that include: plan consistency, current or potential demand (capacity needs), functional classification (including traffic volume within two of the classifications), pavement condition, multimodalism, and safety. Transit improvements and bicycle and pedestrian transportation improvements also have parallel criteria which allow projects in these categories to compete for funding. While not officially included as a criterion, preservation of existing systems has been emphasized in the project selection process over past funding cycles. Projects are scored based on a set number of points for each criterion, resulting in a project ranking and recommendation list for STBG – Urban projects in the TIP. The *Sheboygan Metropolitan Planning Area TIP: Calendar Years 2021 – 2024* was approved on October 30, 2020, and it, along with any amendments to that document, can be viewed at the following page on the Sheboygan MPO website:



## **Sheboygan MPO Performance Measures**

According to the requirement for the federal performance measure management process, targets are set for national performance measures on a schedule based on when the measures were finalized. In this case, the Wisconsin Department of Transportation (WisDOT) must report to the U.S. Department of Transportation (USDOT) on the progress in achieving the targets for each measure. WisDOT sets its performance measure targets first (in coordination with the MPOs), and then, the MPOs can choose to either set their own targets or support the targets that WisDOT has adopted (or a combination thereof) within 180 days of WisDOT setting its targets. In Wisconsin, for most performance measure targets, most MPOs have chosen to follow and support WisDOT and its targets.

### **Transit Asset Management Targets**

The U.S. Department of Transportation established four performance measures for transit asset management (TAM). The Sheboygan MPO worked with the one transit operator in the Sheboygan Metropolitan Planning Area (Shoreline Metro) to establish targets for three of the four measures (rolling stock, equipment and facilities; infrastructure only relates to rail transit, which does not exist locally). A 2020 TAM Plan was developed for Shoreline Metro in the process of setting these targets, and covers the period from October 1, 2020, through September 30, 2021. The Sheboygan Transit Commission approved the targets for Shoreline Metro on September 22, 2020. The Sheboygan MPO Technical and Policy Advisory Committees recommended approval of the targets for the MPO at their September 3, 2020, joint meeting. The Bay-Lake Regional Planning Commission approved the targets for the Sheboygan MPO on September 11, 2020. The TAM targets are:

- Rolling Stock: The percentage of revenue vehicles (by type) that exceed the useful life benchmark (ULB). This target allows for **35 percent** of revenue vehicles and **0 percent** of non-revenue vehicles to pass beyond useful life.
- Equipment: The percentage of equipment that exceeds the ULB – In the case of Shoreline Metro, “equipment” was characterized as the most significant equipment, or non-vehicle items with a replacement value of \$50,000 or more. These items include a bus wash, a forklift, a hoist, and a scrubber, all located at the Shoreline Metro bus garage. This target allows for **100 percent** of Shoreline Metro’s most significant equipment to pass beyond its useful life.
- Facilities: The percentage of facilities that are rated less than 3.0 on the Transit Economic Requirements Model (TERM) Scale. Shoreline Metro’s facilities include: its administration, maintenance and storage facility (bus garage), and its transfer facility/station. This target allows for **50 percent** of facilities to pass beyond useful life.
- Infrastructure: The percentage of track segments (by mode) that have performance restrictions. This performance measure does not apply to the Sheboygan Metropolitan Planning Area, as there is no rail transit in the area.

## **Safety Targets**

The USDOT established five performance measures for the Highway Safety Improvement Program (HSIP) within the National Performance Management Measures. WisDOT established statewide calendar year 2020 targets for each of the five HSIP performance measures in accordance with 23 CFR 490.209, which were approved at the state level on August 31, 2019. The WisDOT statewide targets are:

- Number of fatalities < 564.7 (a 2 percent reduction from the 2014 – 2018 annual average);
- Rate of fatalities < 0.888 per 100 million vehicle miles traveled (VMT, a 2 percent reduction from the 2014 – 2018 annual average);
- Number of serious injuries < 2,907.0 (a 5 percent reduction from the 2014 – 2018 annual average);
- Rate of serious injuries < 4.585 per 100 million VMT (a 5 percent reduction from the 2014 – 2018 annual average); and
- Number of non-motorized fatalities and non-motorized serious injuries < 344.7 (a 5 percent reduction from the 2014 – 2018 annual average).

The Bay-Lake Regional Planning Commission, as MPO for the Sheboygan Metropolitan Planning Area, agreed to support the statewide safety targets, which were approved by formal resolution on December 13, 2019. This followed several months of measuring these numbers and rates for the Sheboygan Metropolitan Planning Area, and coming to the conclusion that the area had lower incidences and rates for the above measures than statewide averages. Commission MPO staff will work closely with WisDOT and will plan and program projects so that they contribute toward the accomplishment of WisDOT's calendar year 2020 HSIP targets.

## **Pavement Condition Targets**

The USDOT established four performance measures for pavement condition on the National Highway System (NHS). WisDOT established 4-year (2021) statewide targets for the Interstate system, as well as 2-year (2019) and 4-year (2021) statewide targets for the non-Interstate NHS in accordance with 23 CFR 490, Subpart C, which were approved at the state level on May 18, 2018. The WisDOT statewide targets are:

- Interstate – Percentage of pavements in “good” condition: 4-Year Target  $\geq$  45 percent;
- Interstate – Percentage of pavements in “poor” condition: 4-Year Target  $\leq$  5 percent;
- Non-Interstate NHS – Percentage of pavements in “good” condition: 2-Year Target  $\geq$  20 percent and 4-Year Target  $\geq$  20 percent; and
- Non-Interstate NHS – Percentage of pavements in “poor” condition: 2-Year Target  $\leq$  12 percent and 4-Year Target  $\leq$  12 percent.

The Bay-Lake Regional Planning Commission, as MPO for the Sheboygan Metropolitan Planning Area, agreed to support the statewide pavement condition targets, which were approved by formal resolution on October 26, 2018. This followed limited time measuring pavement

condition for Interstate and non-Interstate NHS segments in the Sheboygan Metropolitan Planning Area, and coming to the conclusion that the area had higher percentages of Interstate and non-Interstate NHS pavement in “good” condition as well as lower percentages of Interstate and non-Interstate NHS pavement in “poor” condition than statewide averages. Commission MPO staff will work closely with WisDOT and will plan and program projects so that they contribute toward the accomplishment of WisDOT’s 4-year (2021) Interstate pavement condition targets as well as WisDOT’s 2-year (2019) and 4-year (2021) non-Interstate NHS pavement condition targets.

### **Bridge Condition Targets**

The USDOT established two performance measures for bridge condition on the NHS. WisDOT established 2-year (2019) and 4-year (2021) statewide targets for the NHS in accordance with 23 CFR 490, Subpart D, which were approved at the state level on May 18, 2018. The WisDOT statewide targets are:

- Percentage of NHS bridges by deck area in “good” condition: 2-Year Target  $\geq 50$  percent and 4-Year Target  $\geq 50$  percent; and
- Percentage of NHS bridges by deck area in “poor” condition: 2-Year Target  $\leq 3$  percent and 4-Year Target  $\leq 3$  percent.

The Bay-Lake Regional Planning Commission, as MPO for the Sheboygan Metropolitan Planning Area, agreed to support the statewide bridge condition targets, which were approved by formal resolution on October 26, 2018. This followed limited time measuring the condition of NHS bridges by deck area in the Sheboygan Metropolitan Planning Area. The percentage of NHS bridges by deck area in “poor” condition in the Sheboygan Metropolitan Planning Area was lower than the statewide average. However, the percentage of NHS bridges by deck area in “good” condition in the Sheboygan Metropolitan Planning Area was also lower than the statewide average (one of only two performance measures in which the metropolitan planning area fared worse than statewide averages). In spite of this below average statistic, MPO staff thought it would be best to support the statewide targets at this early stage in the target setting process until more robust data are available over time. Commission staff will work closely with WisDOT and will plan and program projects so that they contribute toward the accomplishment of WisDOT’s 2-year (2019) and 4-year (2021) NHS bridge condition targets.

### **Travel Time Reliability Targets**

The USDOT established two performance measures for overall travel time reliability on the NHS. WisDOT established 2-year (2019) and 4-year (2021) statewide targets for the percentage of person-miles traveled that are reliable on the Interstate, and also established a 4-year (2021) statewide target for the percentage of person-miles traveled that are reliable on the non-Interstate NHS in accordance with 23 CFR 490, Subpart E, which were approved at the state level on May 18, 2018. The WisDOT statewide targets are:

- Percent of person-miles traveled that are reliable on the Interstate: 2-Year Target (2019)  $\geq 94.0$  percent and 4-Year Target (2021)  $\geq 90.0$  percent; and

- Percent of person-miles traveled that are reliable on the non-Interstate NHS: 4-Year Target (2021)  $\geq 86.0$  percent.

The Bay-Lake Regional Planning Commission, as MPO for the Sheboygan Metropolitan Planning Area, agreed to support the statewide travel time reliability targets, which were approved by formal resolution on October 26, 2018. This followed limited time measuring the travel time reliability of the Interstate and the non-Interstate NHS in the Sheboygan Metropolitan Planning Area. The percentage of person-miles traveled that are reliable on the Interstate in the Sheboygan Metropolitan Planning Area was higher than the statewide average. However, the percentage of person-miles traveled that are reliable on the non-Interstate NHS in the Sheboygan Metropolitan Planning Area was lower than the statewide average (the second of two performance measures in which the metropolitan planning area fared worse than statewide averages). Again, in spite of this below average statistic, MPO staff thought it would be best to support the statewide targets at this early stage in the target setting process until more robust data are available over time. Commission staff will work closely with WisDOT and will plan and program projects so that they contribute toward the accomplishment of WisDOT's 2-year (2019) and 4-year (2021) travel time reliability targets on the Interstate and of WisDOT's 4-year (2021) travel time reliability target on the non-Interstate NHS.

### **Freight Reliability Targets**

The USDOT established one performance measure for freight reliability, which is the Truck Travel Time Reliability Index on the Interstate. WisDOT established 2-year (2019) and 4-year (2021) statewide targets for the Truck Travel Time Reliability Index on the Interstate in accordance with 23 CFR 490, Subpart F, which were approved at the state level on May 18, 2018. The WisDOT statewide target is:

- Truck Travel Time Reliability Index on the Interstate: 2-Year Target (2019)  $\leq 1.40$  and 4-Year Target (2021)  $\leq 1.60$ .

The Bay-Lake Regional Planning Commission, as MPO for the Sheboygan Metropolitan Planning Area, agreed to support the statewide freight reliability targets, which were approved by formal resolution on October 26, 2018. This followed limited time measuring truck travel time reliability on the Interstate in the Sheboygan Metropolitan Planning Area. The Truck Travel Time Reliability Index on the Interstate in the Sheboygan Metropolitan Planning Area was lower than the statewide average. Commission staff will work closely with WisDOT and will plan and program projects so that they contribute toward the accomplishment of WisDOT's 2-year (2019) and 4-year (2021) freight reliability targets on the Interstate.

### **Emission Reduction Targets**

The USDOT established three performance targets applicable to air quality nonattainment and maintenance areas. Two of these (Peak Hour Excessive Delay and Non-SOV (Single Occupant Vehicle) Travel) are only applicable in urbanized areas with a population over one million. The only performance target in air quality nonattainment and maintenance areas that is applicable to the Sheboygan Metropolitan Planning Area involves emission reductions. In Wisconsin, three

precursor pollutants are measured for emission reductions: volatile organic compounds (VOCs), oxides of nitrogen (NO<sub>x</sub>), and fine particulate matter (PM 2.5). WisDOT established 2-year (2019) and 4-year (2021) statewide targets for VOCs, NO<sub>x</sub> and PM 2.5 in accordance with 23 CFR 490, Subpart H, which were approved at the state level on May 18, 2018. The WisDOT statewide targets (in kilograms per day per \$1,000,000 of expenditure) are:

- VOCs: 2-Year Target (2019) = 12.154 kg., and 4-Year Target (2021) = 30.123 kg.
- NO<sub>x</sub>: 2-Year Target (2019) = 90.354 kg., and 4-Year Target (2021) = 150.388 kg.
- PM 2.5: 2-Year Target (2019) = 9.043 kg., and 4-Year Target (2021) = 13.820 kg.

In this case, the Sheboygan Metropolitan Planning Area is only responsible for either setting its own 4-year (2021) emission reduction targets or supporting WisDOT's statewide 4-year (2021) emission reduction targets for the precursor pollutants noted above. The Bay-Lake Regional Planning Commission staff consulted with WisDOT staff on where the metropolitan planning area stood relative to all nonattainment and maintenance areas in Wisconsin in regard to emission reductions for the precursor pollutants noted above. USDOT guidance recommends that states and MPOs use FHWA's "CMAQ Public Access System" to set emission reduction targets for precursor pollutants. Unfortunately, there are few CMAQ projects from the Sheboygan Metropolitan Planning Area that are accounted for in the "CMAQ Public Access System." There would be other ways to set targets for the metropolitan planning area, such as using previously calculated emission reduction estimates for projects that were awarded funding in the past two cycles that do not appear in the "CMAQ Public Access System," or assuming that the metropolitan planning area would have approximately 10 percent of the statewide emission reductions (since northeastern Wisconsin typically receives about 10 percent of the CMAQ funding in any given cycle). However, the first option is not advised by USDOT, and the second option is faulty because there are projects in this 10 percent that are outside the Sheboygan Metropolitan Planning Area. For these reasons, the Bay-Lake Regional Planning Commission, as MPO for the Sheboygan Metropolitan Planning Area, agreed to support the statewide 4-year (2021) emission reduction targets, which were approved by formal resolution on October 26, 2018. Commission staff will work closely with WisDOT and will plan and program projects so that they contribute toward the accomplishment of WisDOT's 4-year (2021) statewide emission reduction targets.

### **Linkage of Investments to Established Performance Measures**

Federal planning requirements for MPOs for the LRTP and for TIPs mandate inclusion of a description of the effects of these planning documents toward meeting the transportation system performance targets that were established. The next section links projects with investment priorities to those with transit asset management, highway safety, pavement condition, bridge condition, travel time reliability, freight reliability, and emission reduction benefits to the transportation system. Projects programmed in the four years covered by the TIP will assist WisDOT in achieving the various performance targets.

## **Analysis of Transit Capital Projects in the TIP in Regard to Transit Asset Management**

There are four transit capital projects programmed in the *Sheboygan Metropolitan Planning Area TIP: Calendar Years 2021 – 2024*:

- Various Improvements at the Transit Administration and Maintenance Facility in 2021 (involving special FTA Section 5307 funding provided through the “Coronavirus Aid, Relief, and Economic Security” (CARES) Act);
- Replacement of five (5) 35-Foot Fixed-Route Buses in 2022 (funded through the Congestion Mitigation and Air Quality (CMAQ) program);
- Replacement of up to six (6) 35-Foot Fixed-Route Buses in 2022 (funded through the Volkswagen Diesel Emissions Environmental Mitigation Trust); and
- Replacement of one (1) 35-Foot Fixed-Route Bus in 2022 (funded through the FTA Section 5339 program).

The first project is likely to improve equipment and/or facilities components of Shoreline Metro’s transit assets. The remaining projects will improve the overall condition of the rolling stock component of Shoreline Metro’s transit assets. All of these projects will take place within the timeframe of the *2021 – 2024 TIP*.

## **Analysis of Projects in the TIP in Regard to Safety**

### **Infrastructure Projects**

The *2021 – 2024 TIP* contains one project that will improve safety on the transportation system.

- Installation of median cable guard on Interstate Highway 43 from County Highway V to County Highway EE/Weeden Creek Road is scheduled for 2021. This project will be funded with HSIP funding as well as with state matching funds. Median cable guard reduces head-on crashes on freeways and expressways by keeping motorists in their direction of traffic rather than veering off through the median into the opposing direction of traffic.

In addition, one reconstruction project (with no increase in capacity), three signal timing projects, three resurfacing projects, one project involving milling and overlay of the existing asphaltic pavement, and one project involving replacement and preservation of several bridges have been programmed in the *2021 – 2024 TIP*, all of which should improve safety on the transportation system. Also, five of the eight categories of “grouped” street and highway projects in the *2021 – 2024 TIP* involve various forms of highway safety.

## **Surface Transportation Block Grant (STBG) – Urban Projects**

The *2021 – 2024 TIP* contains one STBG Urban project that is programmed for construction. This STBG Urban project was selected in late 2019 for the 2020 – 2025 funding cycle. This project involves the reconstruction (with no increase in capacity) of County Highway EE/Weeden Creek Road from County Highway OK/South Business Drive to County Highway KK/South 12<sup>th</sup> Street in 2024. Design of this project will take place from 2021 through 2023, and right-of-way acquisition for this project will take place in 2023; both of these phases will be locally funded. This project has been needed in the metropolitan planning area for many years, and will involve cooperation between Sheboygan County, the City of Sheboygan and the Town of Wilson.

The STBG Urban program uses ranking criteria to set priorities for funding. The criteria include: plan consistency; current or potential demand (capacity needs); functional classification (including traffic volume within two of the classifications); pavement condition; multimodalism; and safety. Transit improvements and bicycle and pedestrian transportation improvements also have parallel criteria which allow projects in these categories to compete for funding. While not officially included as a criterion, preservation of existing systems has been emphasized in the project selection process over past funding cycles. Projects are scored based on a set number of points for each criterion, resulting in a project ranking and recommendation list for STBG – Urban projects in the TIP.

## **Bicycle and Pedestrian Safety Projects**

The *2021 – 2024 TIP* contains projects that promote bicycle and/or pedestrian safety. Safety education takes place under the Sheboygan County Non-Motorized Transportation Pilot Program (NMTPP) level of effort for program oversight project, which includes some funding for education and outreach. In addition, one construction project and one enhancements “grouped” project are also expected to improve bicycle and pedestrian safety.

## **Analysis of Projects in the TIP in Regard to Pavement Condition**

The *2021 – 2024 TIP* contains six projects that will improve the pavement condition of the transportation system.

- Reconstruction with no increase in capacity on County Highway EE/Weeden Creek Road from County Highway OK/South Business Drive to County Highway KK/South 12<sup>th</sup> Street is scheduled for 2024, with design taking place from 2021 through 2023 and right-of-way acquisition taking place in 2023. The reconstruction phase of this project will involve STBG Urban funding and local matching funds, while the design and right-of-way phases will be locally funded.
- Resurfacing of Interstate Highway 43 from Wilson Lima Road to State Highway 42 is scheduled for 2024. This project will involve NHPP funding, along with state matching funds.

- Milling and overlay of the existing asphaltic pavement on State Highway 32 from County Highway D to State Highway 28 is scheduled for 2024. This project will involve STBG funding, along with state matching funds.
- Replacement and preservation of several bridges on State Highway 32 from County Highway D to State Highway 28 is scheduled for 2024. This project will involve STBG funding, along with state matching funds.
- Resurfacing of State Highway 42 in the Village of Howards Grove is scheduled for 2024. This project will involve NHPP funding, along with state matching funds.
- Resurfacing of State Highway 28 from State Highway 57 to County Highway A is scheduled for 2024, with design taking place in 2021. The resurfacing phase of this project will involve NHPP funding and state matching funds, while the design phase will involve state funding.

In addition, three of the eight categories of “grouped” street and highway projects in the *2021 – 2024 TIP* involve preventive maintenance on the Interstate highway system, other parts of the NHS, and on the state trunk connecting highway system, which can also improve pavement condition in the area.

#### **Analysis of Projects in the TIP in Regard to Bridge Condition**

The *2021 – 2024 TIP* currently contains one project that will improve the condition of transportation system bridges; the project involves the replacement and preservation of several bridges on State Highway 32 from County Highway D to State Highway 28 in 2024. This project will involve STBG funding, along with state matching funds.

In addition, three of the eight categories of “grouped” street and highway projects in the *2021 – 2024 TIP* involve preventive maintenance on the Interstate highway system, other parts of the NHS, and on the state trunk connecting highway system, which could also improve bridge conditions in the area.

#### **Analysis of Projects in the TIP in Regard to Travel Time Reliability**

The *2021 – 2024 TIP* contains at least three projects that will improve travel time reliability on the transportation network. All of these projects involve “addition of radio communication infrastructure, installation of video detection, conducting intersection turning movement counts, and retiming and coordinating traffic signals.” In addition, all of these projects involve implementation in 2022, and each project is funded through the CMAQ program as well as with local matching funds.

- Signal timing on Taylor Drive from Indiana Avenue to Superior Avenue.
- Signal timing on State Highway 23/Kohler Memorial Drive/Erie Avenue from North Taylor Drive to North 9<sup>th</sup> Street.
- Signal timing on State Highways 28 and 42/14<sup>th</sup> Street/Calumet Drive from Indiana Avenue to North Avenue.



It is also possible that other programmed projects may indirectly improve travel time reliability on the transportation network, especially if they are located on the NHS in the metropolitan planning area.

### **Analysis of Projects in the TIP in Regard to Freight Reliability**

The same projects that will improve travel time reliability on the transportation network will also improve freight reliability on that network.

It is also possible that other programmed projects may indirectly improve freight reliability on the transportation network, especially if they are located on the NHS in the metropolitan planning area.

### **Analysis of Projects in the TIP in Regard to Emission Reductions**

The 2021 – 2024 TIP contains four projects that will lead to emission reductions on the transportation network. The projects include the following:

- Signal timing on Taylor Drive from Indiana Avenue to Superior Avenue (implementation in 2022).
- Signal timing on State Highway 23/Kohler Memorial Drive/Erie Avenue from North Taylor Drive to North 9<sup>th</sup> Street (implementation in 2022).
- Signal timing on State Highways 28 and 42/14<sup>th</sup> Street/Calumet Drive from Indiana Avenue to North Avenue (implementation in 2022).
- Replacement of five (5) 35-Foot Fixed-Route Buses at Shoreline Metro (implementation in 2022).

The first three projects listed above involve “addition of radio communication infrastructure, installation of video detection, conducting intersection turning movement counts, and retiming and coordinating traffic signals.” Each of the four projects listed above is funded through the CMAQ program as well as with local matching funds.

It should also be noted that CMAQ projects from previous TIP cycles will also contribute to emission reductions in the metropolitan planning area; these projects included previous fixed-route bus replacements at Shoreline Metro, a small employment transportation carpool program, and the purchase of three (3) vehicles for Lakeland University through the “Commute to Careers” program.

## **Conclusion**

The *Sheboygan Metropolitan Planning Area Transportation Improvement Program (TIP): Calendar Years 2021 – 2024* implements a variety of projects that assist in either meeting locally established performance targets (in the case of Transit Asset Management) or in assisting the MPO in supporting statewide performance targets established by WisDOT (in the case of all other targets, including targets in the areas of safety, pavement condition, bridge condition, travel time reliability, freight reliability, and emission reductions). Future LRTPs and TIPs are expected to continue to improve the linkage between performance targets and recommended projects over the years to come.

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**APPENDIX J**  
**SHEBOYGAN MPO TECHNICAL AND POLICY ADVISORY**  
**COMMITTEE MEMBERS**

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**SHEBOYGAN METROPOLITAN PLANNING ORGANIZATION  
TECHNICAL ADVISORY COMMITTEE**

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Chicago

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Growth Management Educator  
Sheboygan Co. UW Extension  
Sheboygan

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City of Sheboygan Dept. of Planning and Development  
Sheboygan

Aaron Brault  
Sheboygan County Planning and Conservation Department  
Sheboygan

Diane Paoni, Urban Planning Section  
WisDOT Bureau of Planning & Economic Development  
Madison

Greg Schnell\*\*, Director  
Sheboygan County Transportation Dept.  
Sheboygan

Mitch Batuzich (Ex-Officio Member)  
Federal Highway Administration, Wisconsin Division  
Madison

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City of Sheboygan DPW Engineering Division  
Sheboygan

Jerry Benzschawel, Director  
City of Sheboygan Falls Public Works Department  
Sheboygan Falls

Derek Muench, Director  
Shoreline Metro  
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Bicycling Advocate  
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Wisconsin DNR Northeast Region  
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Cory Roeseler  
Sheboygan Co. Traffic Safety Commission  
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Brett Edgerle  
Village of Kohler

\*Indicates Committee Chair

\*\*Indicates Committee Vice-Chair

**SHEBOYGAN METROPOLITAN PLANNING ORGANIZATION  
POLICY ADVISORY COMMITTEE**

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Sheboygan County Board

Steven Bauer\*, Chairperson  
Town of Sheboygan Falls

John Ehmann, Chairperson  
Town of Wilson

William Blashka (for Daniel Hein, Chairperson)  
Town of Sheboygan

Tom Schnettler, President  
Village of Kohler

Randy Meyer, Mayor  
City of Sheboygan Falls

Michael Vandersteen, Mayor  
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Town of Mosel

Charles Born\*\*, Chairperson  
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Jeff Plass, President  
Village of Howards Grove

Ald. Ryan Sorenson, Chairman  
Sheboygan Transit Commission  
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George Marthenze, Chairperson  
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Colleen Harris, Director  
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\*Indicates Committee Chair

\*\*Indicates Committee Vice-Chair

# Bay-Lake Regional Planning Commission

## Commission Members

### Brown County

Vacant

### Door County

Vacant

### Florence County

Edwin Kelley

Larry Neuens

Rich Wolosyn

### Kewaunee County

Mary Ellen Dobbins

Tom Romdenne

Donna Thomas

### Manitowoc County

Dan Koski, Chairperson

James Falkowski

Marc Holsen

### Marinette County

Ann Hartnell

Michael Kunesh

Thomas Mandli

### Oconto County

Karl Ballestad

Terry Brazeau, Secretary/Treasurer

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