

# Sheboygan Metropolitan Planning Area Transportation Planning Work Program 2021



Prepared by

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November 2020

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**SHEBOYGAN METROPOLITAN PLANNING AREA  
TRANSPORTATION PLANNING WORK PROGRAM  
2021**

**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.

**Note:** The *2020 Sheboygan Metropolitan Planning Area Transportation Planning Work Program* was developed under the “Fixing America’s Surface Transportation (FAST)” Act. However, information in this document is subject to change based on final disposition of regulations issued implementing provisions of the FAST Act.



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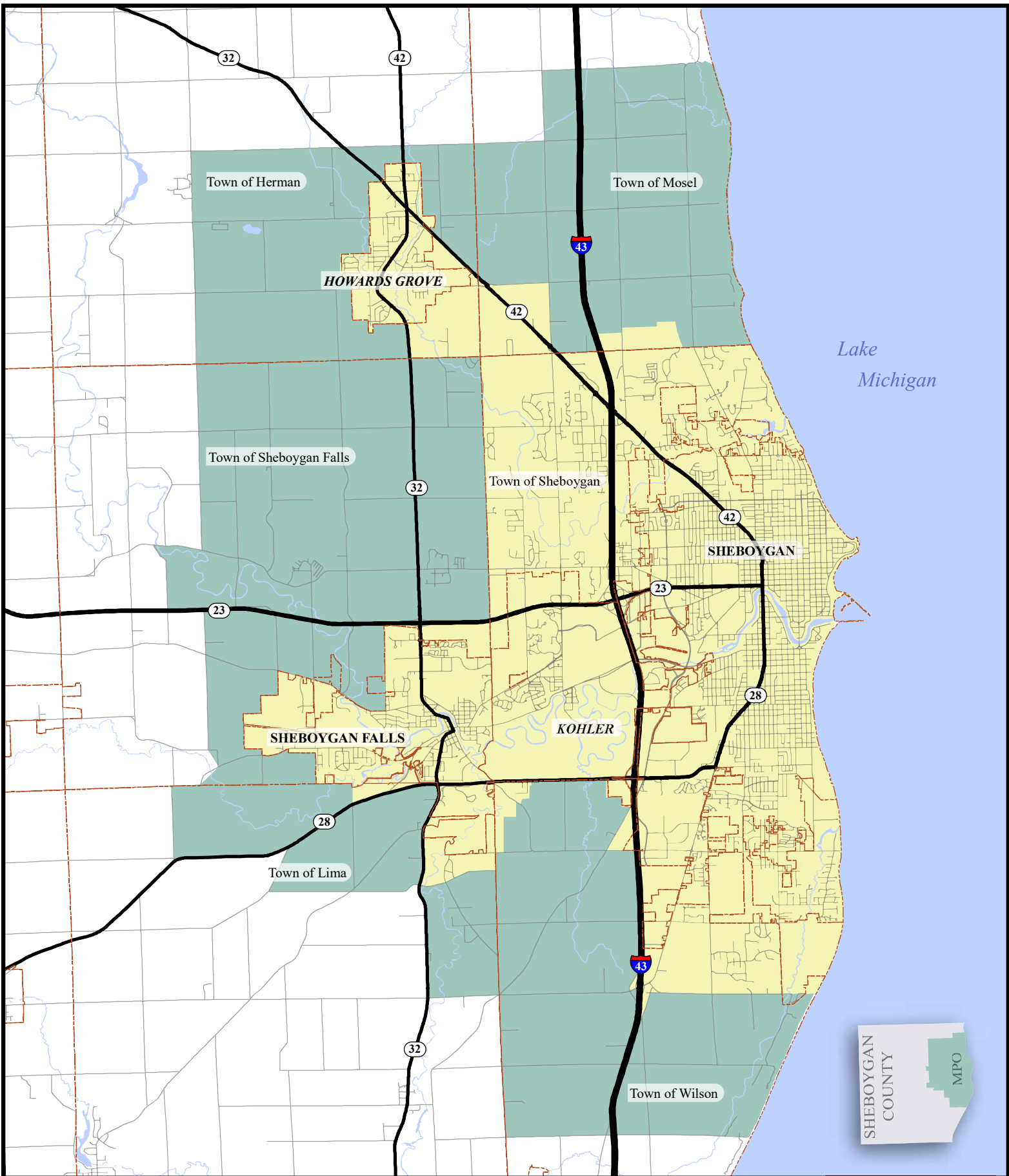
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Source: WisDOT, 2013; FHWA, 2013  
WDNR, 2019; Sheboygan County,  
2018, 2020; Bay-Lake RPC, 2020.

G:/Sheboygan/MPO/Work Program



Sheboygan Adjusted Urbanized Area  
(Approved by WisDOT on July 30, 2013)



Sheboygan Metropolitan Planning Area  
(Approved by FHWA on June 7, 2013)

0 1 2  
Miles



- Map 1 -

**Sheboygan MPO  
Boundaries**

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## **INTRODUCTION AND PROSPECTUS**

The *2021 Sheboygan Metropolitan Planning Area Transportation Planning Work Program* schedules the Bay-Lake Regional Planning Commission's Sheboygan MPO work activities for 2021 and discusses the general framework for planning. It contains four main sections: a prospectus which contains a general description of the agency's activities; a summary of activities accomplished to date in 2020; a summary of the 2021 budget and work program elements; and a specific annual work program which describes details of the work activity, budget and staffing requirements for 2021. The annual work program statement of work activities includes:

- (1) A brief description of the overall work activity objective;
- (2) A description of the activities involved in accomplishing the work;
- (3) The estimated cost and source of funds; and
- (4) The manpower required and the Commission staff that will perform the work.

The *2021 Sheboygan Metropolitan Planning Area Transportation Planning Work Program* will continue to address long- and short-term planning needs, and the development and maintenance of the metropolitan transportation system. Commission staff will work closely with the Sheboygan MPO Technical and Policy Advisory Committees, with special project review committees, and with WisDOT and USDOT personnel in completing elements identified in this work program.

The Bay-Lake Regional Planning Commission was created by Executive Order No. 35, issued by Governor Patrick J. Lucey and dated April 21, 1972. This action was taken following the submittal of petitions by seven of the eight counties within the Bay-Lake Region under Section 66.945 (later Section 66.0309) of the *Wisconsin Statutes*, the regional planning enabling statute. These actions led to the creation of the Commission as the official areawide planning agency for northeastern Wisconsin. In December 1973, Florence County joined the Commission, bringing the total number of counties in the region to eight.

For 2021, Florence, Marinette, Oconto, Kewaunee, Manitowoc and Sheboygan counties are members of the Commission. Brown and Door counties have elected not to be members, but have non-voting representation on the full Commission and on the Executive Committee. Some local jurisdictions within Brown and Door counties have elected to be members of the Commission.

The Commission serves a region in northeastern Wisconsin consisting of the counties of Brown, Door, Florence, Kewaunee, Manitowoc, Marinette, Oconto and Sheboygan. The Bay-Lake Region is comprised of eight counties, 17 cities, 40 villages, 119 towns, and the Oneida Nation of Wisconsin, for a total of 185 local units of government. The total area of the region is 5,433 square miles, or 9.7 percent of the area of the State of Wisconsin. The region has over 400 miles

of coastal shoreline along Lake Michigan and Green Bay, and contains 12 major watersheds that drain into the waters of Lake Michigan and Green Bay. The Wisconsin Department of Administration Demographic Services Center's 2020 final population estimate of the region is 597,185 persons, or approximately 10.2 percent of the population estimate of 5,854,594 for the State of Wisconsin.

The composition of the Governing Board (Commissioners) of the Commission is as follows: (1) One Commissioner is appointed by the county board of each member and non-member county (Note: Non-member counties do not have voting privileges); and (2) Two Commissioners from each member county are appointed by the Governor, with one Commissioner being a direct Governor's appointment, and with one Commissioner selected from a list of persons submitted by the county board. Currently, there is a maximum of 20 Commissioners.

The Commission holds eight meetings per year (four full Commission meetings and four Executive Committee meetings), and elects a Chairperson, a Vice-Chairperson and a Secretary-Treasurer each year at its September Annual Meeting of the full Commission. The Commission has an Executive Committee, which is "empowered to act on behalf of the full Commission with the exception of approval of the annual budget, approval of comprehensive plan elements, and revisions to the Commission's bylaws;" one Commissioner from each of the eight counties comprises the Executive Committee. In addition, the Commission has two other standing committees: the Finance and Personnel Committee and the Nominating Committee.

The Commission currently has seven full-time professional employees who collectively have expertise in the following areas: economic development planning; transportation planning; housing planning; comprehensive planning; zoning; outdoor recreation planning; coastal management; sustainability planning; sewer service area planning and administration; hazard mitigation planning; grant writing and administration; local planning assistance; and GIS (mapping and data analysis). The Commission also has a full-time Administrative Assistant who handles secretarial duties (including mailings). In addition, the Commission contracts with a local firm to provide occasional accounting services, while it continues to handle contract management and invoicing in-house. The Commission also hires limited-term employees (LTEs) to assist with tasks related to its various duties on an as-needed basis.

The Commission currently has three advisory committees. Two of these committees assist with the Sheboygan MPO program: the Sheboygan MPO Technical Advisory Committee; and the Sheboygan MPO Policy Advisory Committee. The third such committee is the Commission's regional Economic Development Advisory Committee (EDAC).

The Commission adheres to five operating principles, as follows: (1) Prepare and adopt a master plan for the development of the region; (2) Assist and advise local governmental units; (3) Influence state, regional and federal plans and programs to reflect the best interest of the Bay-Lake Region; (4) Provide technical information about the region for use by local governmental

units, state and federal agencies, and public and private agencies; and (5) Encourage citizen participation in the planning process.

### **SUMMARY OF 2020 WORK PROGRAM ACTIVITIES**

**Major accomplishments of the 2020 Work Program from January 1, 2020, through October 31, 2020, included the following:**

#### **Program Support and Administration**

- Commission staff coordinated seven joint meetings of the Sheboygan MPO Technical and Policy Advisory Committees (including one special meeting of the committees in late July), with one additional meeting expected to occur in the remainder of 2020.
- Commission staff participated in seven meetings of the Bay-Lake Regional Planning Commission or its Executive Committee at which MPO work elements were discussed and/or acted upon, with participation in up to one additional Commission meeting expected to occur in the remainder of 2020.
- Commission staff reviewed application materials for a new Transportation Planner for the Commission in mid-April. Three candidates were invited to interview, and two of those three candidates participated in interviews in late April and early May. A decision was reached in early May, and the selected candidate joined the staff in early July. This new Transportation Planner is completing duties under both of the Commission's transportation planning programs.
- Commission staff participated in a mid-year review meeting regarding the *2020 Sheboygan Metropolitan Planning Area Transportation Planning Work Program* (via teleconference) in early June.
- Commission staff participated in quarterly meetings of the Wisconsin MPO/RPC Directors in late January, in late April, in late July and in late October (all via teleconference).
- Commission staff prepared the draft *2021 Sheboygan Metropolitan Planning Area Transportation Planning Work Program* in late August and early September. The draft MPO Work Program was sent to WisDOT and USDOT staff as well as to other interested parties in late September. A meeting with WisDOT and FHWA staff to review the draft 2021 MPO Work Program was held via teleconference in early October. The Sheboygan MPO Technical and Policy Advisory Committees reviewed and recommended approval of the 2021 MPO Work Program in late October. The Commission approved the *2021 Sheboygan Metropolitan Planning Area Transportation Planning Work Program* at a meeting of its Executive Committee in late October.
- The Commission moved its offices in October. Some time was spent by staff working to prepare for this move, as well as arranging the new office space once the move was

completed. The new address for the Commission is: 1861 Nimitz Drive, De Pere, WI 54115.

- Commission staff prepared bimonthly financial and progress reports as well as a summary of staff hours and expenses by MPO line item and an MPO reimbursement checklist to accompany invoices for work completed in the Sheboygan MPO program that were submitted to WisDOT.
- Commission staff prepared bimonthly invoices to Shoreline Metro for the local share of transit activities in January, March, May, July and September.

### **Long-Range Transportation Planning**

- Commission staff participated in quarterly meetings of the Wisconsin Department of Natural Resources (WDNR) Bureau of Air Management's Transportation Conformity Workgroup (via teleconference) in January, July and October. Commission staff was unable to participate in the April quarterly meeting of the Transportation Conformity Workgroup due to technical issues, but did provide a written update on Sheboygan MPO activities to WDNR staff for inclusion in the notes from that meeting.
- Commission staff participated in a special teleconference meeting with staff from WisDOT, the WDNR Bureau of Air Management, FHWA and USEPA in late September. The purpose of this meeting was to discuss conformity procedures given that Sheboygan County had emission budgets for two separate areas that were deemed adequate for conformity by USEPA in July. It was agreed that the MPO would rely on the conformity analysis conducted in the spring of 2019 for now, but would transition to demonstrating conformity against these new budgets when a new TIP is developed in 2021. The two-year grace period for demonstrating conformity against these new budgets ends on July 10, 2022.
- Commission staff reviewed the long-range transportation plan multi-year development schedule with members of the Sheboygan MPO Technical and Policy Advisory Committees at their joint meeting in late February. Commission staff continued to review this schedule from the beginning of March through the end of October.
- Commission staff reviewed recommendations for major street and highway projects in the Update to the *Year 2045 Sheboygan Area Transportation Plan (SATP)* with WisDOT Traffic Forecasting staff in early May in an effort to assure consistency between MPO long-range transportation plan recommendations and the recommendations in WisDOT's long-range transportation plan that is under development.
- Commission staff reviewed recent air quality redesignation information for Sheboygan County with the WisDOT Bureau of Technical Services and with the WDNR Bureau of Air Management.
- In preparation for the mid-year review meeting regarding the *2020 Sheboygan Metropolitan Planning Area Transportation Planning Work Program*, Commission staff

discussed travel demand forecast modeling needs with WisDOT Traffic Forecasting staff in late May and early June.

- Commission staff coordinated with WisDOT regarding MAP-21/FAST Act performance measurements and establishment of state and MPO performance targets, including working to align the Update to the *Year 2045 SATP* with USDOT performance management rules. In particular, Commission staff analyzed 2019 crash data and 2018 Fatality Analysis Reporting System (FARS) data in an effort to examine Highway Safety Improvement Program (HSIP) performance measures for 2015 through 2019. Based on decisions made by WisDOT, it appears that there will be no reexamination of the PM 2 and PM 3 targets in 2020.
- Commission staff participated in a virtual open house regarding *Connect 2050* that was hosted by WisDOT in mid-October. Commission staff informed members of the Sheboygan MPO Technical and Policy Advisory Committees of the virtual open houses and other *Connect 2050* public input opportunities via e-mail.

### **Short-Range Transportation Planning**

- Commission staff provided technical assistance to Shoreline Metro. This involved assisting Shoreline Metro with the preparation of its Community Development Block Grant (CDBG) quarterly reports in January, April, July and October. In February and early March, this also involved assisting Shoreline Metro with a CDBG application that was due to the City of Sheboygan Department of Planning and Development in early March.
- Commission staff supplied Shoreline Metro with an updated ADA service area map for the transit operation in April, and provided Shoreline Metro with a revised copy of this map in August.
- Commission staff completed work on the annual transportation system performance indicator report for 2019 in January. The Sheboygan MPO Technical and Policy Advisory Committees reviewed the revised report at their joint meeting in late January, and after final suggested edits were made, the report was posted to the Sheboygan MPO webpage on the Commission website. Commission staff began a similar report for 2020 in October, which will be presented at the December joint meeting of the Sheboygan MPO Technical and Policy Advisory Committees.
- Commission staff completed work on the 2020 update to the Commission's *Title VI and Non-Discrimination Program/Limited English Proficiency Plan*. The Sheboygan MPO Technical and Policy Advisory Committees recommended approval of the document at their joint teleconference meeting in late May. The Commission approved the document at its meeting in June. The document was transmitted to WisDOT and was posted on the Commission website in late June. WisDOT found the document to meet federal requirements in late June. Commission staff also signed an updated Title VI agreement with WisDOT in September; the updated agreement was signed by WisDOT and was

transmitted to the Commission in October, and was immediately posted to the Commission website.

- Commission staff worked on the *2020 Public Participation Plan Update* for the Sheboygan MPO. Commission staff updated the plan from 2016 in late February and early March based on recommended changes raised with members of the Sheboygan MPO Technical and Policy Advisory Committees at their joint meeting in late February. A memorandum announcing the public consultation period regarding the preliminary draft plan was sent to persons and organizations on the Sheboygan MPO public participation mailing list (as revised) in March, and the preliminary draft plan was also posted to the Sheboygan MPO webpage, with this link being provided to all stakeholders in the memorandum. The public consultation period ran through mid-April; during this time, no comments and no requests to meet or otherwise discuss the plan were received from the public. The Sheboygan MPO Technical and Policy Advisory Committees released the draft plan for a 45-day public comment period at their joint teleconference meeting in late May. The draft plan was posted to the MPO webpage and was sent to the five public review locations in the Sheboygan area, and paid media and social media notice of this public comment period were provided in early July. The public comment period ran from early July through late August. The plan was approved in September, was transmitted to appropriate parties, and has been posted to the Sheboygan MPO webpage.
- Commission staff worked on development of Shoreline Metro's first Public Transit Agency Safety Plan (PTASP). Commission staff met with Shoreline Metro staff via teleconference on four occasions to work on PTASP development. Commission staff also consulted with WisDOT Transit Section staff regarding PTASP elements. The PTASP was approved by the Sheboygan Transit Commission for Shoreline Metro in late September. Shortly thereafter, Shoreline Metro's Director submitted the plan to FTA's PTASP Technical Assistance Center. In early October, FTA's PTASP Technical Assistance Center provided Shoreline Metro with comments on required and suggested revisions to the PTASP. Commission staff worked on many of these revisions in October. The goal is to have a PTASP that is acceptable to FTA by the end of 2020. MPO approval of the PTASP will take place at a later date.
- Commission staff developed the draft *2020 Transit Asset Management (TAM) Plan* for Shoreline Metro (including TAM targets). The Sheboygan MPO Technical and Policy Advisory Committees recommended approval of the TAM Plan and targets at their joint meeting in early September. The Commission approved the TAM Plan and targets for the MPO at its September meeting. The Sheboygan Transit Commission approved the TAM Plan and targets for Shoreline Metro in late September (Commission staff participated in this meeting via teleconference). The TAM Plan and targets were reported to appropriate staff at WisDOT and FTA Region 5, and have been posted to the MPO webpage.

- Commission staff developed the 2020 update to Sheboygan County’s *Coordinated Public Transit – Human Services Transportation Plan*. Commission staff attended a meeting with Sheboygan County Aging and Disability Resource Center (ADRC) and Shoreline Metro staff to brainstorm on ways to obtain stakeholder input on the plan given the COVID-19 pandemic in mid-August; at that meeting, it was decided to send stakeholders a survey to determine what has been done well and what can be done better in the five areas of transportation coordination; this survey also asked what should be added to or deleted from the action plan component of this plan. The survey ran from late August through mid-September. Commission staff used survey responses to guide plan preparation. Commission staff met with Sheboygan County ADRC and Shoreline Metro staff to internally review contents of the proposed plan update, and this plan was reviewed and approved by the Sheboygan County Transportation Coordinating Committee (TCC) at its quarterly meeting in mid-October. Commission staff converted the approved plan to InDesign format. The plan was submitted to appropriate parties at WisDOT and FTA in late October, and was also posted to the Commission website.
- Commission staff provided pavement rating summary information for Sheboygan County trunk highways to the Director of the Sheboygan County Transportation Department and to the Sheboygan County Board Vice Chairperson (now Chairperson); this information covered the 2015, 2017 and 2019 rating years.
- Commission staff provided a pavement rating map for local streets and for county highways within the Village of Kohler to the Director of Public Works of that metropolitan planning area community.
- Commission staff participated in a teleconference regarding elderly and disabled transportation vehicle availability sponsored by the WisDOT Transit Section in early April.
- Commission staff participated in quarterly meetings of the Northeast Wisconsin Regional Access to Transportation Committee (NEWRATC) in January, July and October. The April quarterly meeting was cancelled due to the COVID-19 pandemic, and the July and October meetings were conducted via teleconference.

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

- Several amendments to the *Sheboygan Metropolitan Planning Area TIP: Calendar Years 2020 – 2023* have been approved in 2020:
  - Minor amendments to the elderly and disabled transportation and street and highway improvement project components of the *2020 – 2023 TIP*, and revisions to Appendix I of the *2020 – 2023 TIP* (Performance Measures in the Sheboygan Metropolitan Planning Area TIP) were approved in late January.
  - Minor amendments to the elderly and disabled transportation capital and street and highway improvement project components of the *2020 – 2023 TIP*, and involving the addition of a table to the *2020 – 2023 TIP* involving Wisconsin Employment Transportation Assistance Program (WETAP) projects, were approved in mid-June.



- Major amendments to the transit capital project component of the *2020 – 2023 TIP*, as well as a minor amendment to the street and highway project component of the *2020 – 2023 TIP*, were approved in late July.
- Commission staff prepared the *Annual Listing of Obligated Projects for Calendar Year 2019* in January. Members of the Sheboygan MPO Technical and Policy Advisory Committees reviewed the listing at their joint meeting in late January. This listing has been posted to the Sheboygan MPO webpage.
- Commission staff participated in a meeting to review candidate projects in the Congestion Mitigation and Air Quality (CMAQ) program (via teleconference) in early February. Commission staff were informed that Shoreline Metro was awarded a CMAQ program grant to replace five buses in the 2020 – 2024 program cycle. The *2020 – 2023 TIP* was amended in July to include this project.
- Commission staff prepared the draft *Sheboygan Metropolitan Planning Area TIP: Calendar Years 2021 – 2024* from mid-August through late September. The Sheboygan MPO Technical and Policy Advisory Committees reviewed key tables in the draft *2021 – 2024 TIP*, made modifications where necessary, and released the document for a 30-day public comment period at their joint meeting in early September. Members of the Sheboygan MPO Technical and Policy Advisory Committees received copies of the full draft TIP via e-mail in early October. Draft copies of the TIP were distributed for local public review and the draft TIP was placed on the MPO webpage in early October. WisDOT and USDOT staff received the draft TIP via e-mail in late September. The environmental consultation stakeholders for the MPO received the draft TIP via e-mail in early October. Members of the Transportation Conformity Work Group of the MPO received the draft TIP via e-mail in late September. The 30-day public comment period on the draft TIP officially began in early October and ran through late October; notice was placed in the *Sheboygan Press*, and other area news media were also notified. Over 170 parties on the MPO Public Participation Plan mailing list were also notified of the public comment period on the TIP and its availability for review. The public comment period and availability of the draft TIP for review were also publicized on the Commission Facebook page as well as via Twitter and Instagram.
- A public hearing on the draft *2021 – 2024 TIP* was held as part of the joint meeting of the Sheboygan MPO Technical and Policy Advisory Committees in late October; the MPO advisory committees reviewed the draft *2021 – 2024 TIP* as well as comments received on that document and recommended approval of the *2021 – 2024 TIP* to the Bay-Lake Regional Planning Commission at that same meeting. The Bay-Lake Regional Planning Commission approved the *2021 – 2024 TIP* at a meeting of its Executive Committee in late October.

### **Shoreline Metro Transit Development Program (TDP) Update (Funded Outside of Traditional PL Funding)**

- The Shoreline Metro TDP Review Committee met on eight (8) occasions from January through September. These were a mix of in-person (January and February), teleconference (April, May and June), and hybrid (July, August and September) meetings. The following chapters were reviewed at these meetings:
  - Chapter 5: Ridership Opinion – February and April.
  - Chapter 6: Route Ridership Patterns – September.
  - Chapter 8: Goals, Objectives, Standards and Their Use in Evaluating the Current Transit Operation – January and February.
  - Chapter 9: Alternatives Analysis – May, June and August.
  - Chapter 10: Recommended Plan – July, August and September.
- The Shoreline Metro Passenger Opinion Survey was administered in early 2020. Shoreline Metro employees administered the paper version of the survey, and for the first time, there was an online version of the survey. The paper version of the survey was administered on one day in late January, while the online version of the survey was available from late January through early February.
- A boarding and alighting analysis of Shoreline Metro was conducted in mid- to late August. Shoreline Metro supplied Commission staff with data that can be used to complete Chapter 6 of the TDP (Route Ridership Patterns) in late August.
- Commission staff prepared Chapters 1 (Executive Summary) and 2 (Introduction) as well as the appendices to the TDP in late September. Commission staff also worked on final revisions as well as on creating an InDesign document for the TDP.

### **Major environmental justice, public involvement and Title VI accomplishments of the 2020 Work Program from January 1, 2020, through October 31, 2020, include the following:**

- Commission staff identified and mapped the locations of minority and low-income populations in the Sheboygan metropolitan planning area. This information is being used to estimate the impacts of transportation projects recommended in the *2021 – 2024 TIP*, as well as to assess the level of service provided to these populations by Shoreline Metro. Minority and low-income population information came from the *2014 – 2018 American Community Survey (ACS) 5-Year Estimates*. All analysis was conducted at the block group level.
- Commission staff continued outreach efforts with organizations that advocate for the interests of minority and low-income populations in the Sheboygan metropolitan planning area.
- Commission staff participated in quarterly meetings of the Northeast Wisconsin Regional Access to Transportation Committee (NEWRTC) in January, July and October. The

April quarterly meeting was cancelled due to the COVID-19 pandemic. The charge of this committee is “to coordinate and develop a regional committee to systematically address access to transportation for at-risk populations with special needs.” Generally, counties covered by the Bay-Lake and East Central Wisconsin RPC regions are represented on this committee.

### **2021 WORK PROGRAM SUMMARY**

**The key components of the 2021 Work Program are as follows:**

#### **Program Support and Administration**

- Preparation of the *2022 Sheboygan Metropolitan Planning Area Transportation Planning Work Program* (including a draft work program review meeting with WisDOT and FHWA staff).
- Participation in a mid-year work program review meeting (regarding the *2021 Sheboygan Metropolitan Planning Area Transportation Planning Work Program*) with WisDOT and FHWA staff.
- Completion of bimonthly, financial, progress, staff hour and other requested reports for submittal to WisDOT.
- Coordination of approximately seven joint meetings of the Sheboygan MPO Technical and Policy Advisory Committees in 2021.
- Participation in meetings of the Bay-Lake Regional Planning Commission or its Executive Committee at which MPO work elements are discussed and/or acted upon.
- Continued participation in quarterly FHWA/WisDOT/MPO meetings to discuss transportation planning, policy, financial and technical issues and questions.
- Attendance at the annual MPO/RPC/WisDOT transportation planning conference.
- Supervision of personnel involved in the Sheboygan MPO program

#### **Long-Range Transportation Planning**

- Refinement of the schedule for the MPO long-range transportation plan completion process (as needed).
- Preparation of the next long-range transportation plan due in April 2023, including the following subtasks:
  - Analysis of completeness of the last plan update.
  - Land use inventory.
  - Adjustments to traffic analysis zones (TAZs, as needed).
  - Allocation of base year socioeconomic data to TAZs.
  - Start to develop control total socioeconomic projections.

- Examine the implementation status of the last plan update (both in terms of land use and transportation).
- Modeling of existing (base year) conditions.
- Start to model future (2055) conditions.
- Hold a public information meeting regarding plan development status in late 2021.
- Discussion and coordination of MAP-21/FAST Act performance measurements and establishment of state and MPO performance targets, including working to align the Update to the *Year 2045 SATP* with USDOT performance management rules (**promotes MAP-21/FAST Act Implementation, a USDOT planning emphasis area**).
- Continuation of in-house travel demand forecast modeling activities in 2021, including in-house model learning, continued allocation of time to use the model internally and with external parties, and possible training activities.
- Continue to work with WisDOT on the development of statewide transportation plans, including *Connect 2050*, *Wisconsin Rail Plan 2050*, and potential planning efforts such as Transportation Demand Management (**promotes Regional Models of Cooperation, a USDOT planning emphasis area**).

#### **Short-Range Transportation Planning**

- Continuation of several public involvement, environmental justice and Title VI activities.
- Providing planning assistance to local units of government and to WisDOT, if requested (this may include assistance on WisDOT and other grant applications, if needed).
- Continuing to collect data for those performance indicators that can be tracked annually, and sharing of such data with members of the Sheboygan MPO Technical and Policy Advisory Committees.
- Assistance to Sheboygan County with the final stages of implementation of its non-motorized transportation pilot grant program.
- Completion of special studies for Shoreline Metro, as requested by its Director.
- Continuing to provide technical assistance to Shoreline Metro and to the Sheboygan County Economic Development Corporation (EDC) on employment transportation issues in the Sheboygan metropolitan planning area (**promotes Regional Models of Cooperation, a USDOT planning emphasis area**).
- Assistance in preparing possible amendments to the *2020 Coordinated Public Transit – Human Services Transportation Plan for Sheboygan County* (**promotes Ladders of Opportunity, a USDOT planning emphasis area**).

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

- Possible processing of amendments to the *2021 – 2024 TIP* (if necessary) during 2021.

- Preparation of a mid-year report on the progress of projects in the TIP for members of the Sheboygan MPO Technical and Policy Advisory Committees.
- Preparation of the *2022 – 2025 TIP*, including an air quality conformity analysis on both the Update to the *Year 2045 SATP* and the *2022 – 2025 TIP* utilizing emission factors from the MOVES 2014b emissions estimating model that will be provided by the WDNR Bureau of Air Management (this will be done based on the emission budgets for the Shoreline and Inland portions of Sheboygan County which were found adequate by USEPA in July 2020). The *2022 – 2025 TIP* will be developed to be compliant with the FAST Act and its new metropolitan transportation planning requirements.

In the process of implementing the *2021 Sheboygan Metropolitan Planning Area Transportation Planning Work Program*, new planning rule factors will be considered. Such factors will include: improving the resiliency and reliability of the transportation system; reducing or mitigating stormwater impacts of surface transportation; and enhancing travel and tourism. Commission staff will also consult with tourism and natural disaster agencies and officials in the development of plans and TIPs.

### **Key meetings in 2021**

Appendix F shows the tentative schedule for all MPO Technical and Policy Advisory Committee joint meetings, Bay-Lake Regional Commission full Commission and Executive Committee meetings, and other meetings for 2021.

All meetings of the Sheboygan MPO Technical and Policy Advisory Committees are scheduled to start at 1:00 p.m. (unless otherwise noted), and will be held in the Sheboygan area. Virtual participation options will be made available for these meetings, and may be the only participation option available during certain emergencies.

Meetings of the full Commission or its Executive Committee are scheduled to be held on Fridays starting at 10:00 a.m. (unless otherwise noted); all such meetings will be held in the Green Bay area. Virtual participation options may be made available for these meetings, and may be the only participation option available during certain emergencies.

The Commission gives final approval to all MPO plans and programs. *Not every full Commission meeting or Executive Committee meeting will have MPO action items on its agenda.*

In addition, a mid-year review meeting with WisDOT and FHWA staff is scheduled for May or June, while a draft Work Program review meeting will take place in September or October. Both of these meetings are likely to take place via teleconference.

Commission staff also plan to participate in quarterly forums with directors from other Wisconsin MPOs and RPCs and with WisDOT and FHWA staff to discuss issues of mutual

concern. These forums will “discuss transportation planning, policy, financial and technical issues and concerns” jointly with WisDOT and FHWA staff.

A summary budget table of the Sheboygan MPO 2021 Work Program is provided on the following page.

SUMMARY BUDGET SHEBOYGAN MPO 2021 WORK PROGRAM							
Work Elements	Budget	Funding Source					
		FHWA	Percentage	WisDOT	Percentage	MPO/Local	Percentage
1. Program Support and Administration	\$48,000	\$38,400	80.000%	\$1,908	3.975%	\$7,692	16.025%
2. Long-Range Transportation Planning*	\$80,000	\$64,000	80.000%	\$3,180	3.975%	\$12,820	16.025%
3. Short-Range Transportation Planning	\$55,000	\$44,000	80.000%	\$2,186	3.975%	\$8,814	16.025%
4. Transportation Improvement Program (TIP)	\$27,000	\$21,600	80.000%	\$1,073	3.975%	\$4,327	16.025%
<b>TOTAL</b>	<b>\$210,000</b>	<b>\$168,000</b>	<b>80.000%</b>	<b>\$8,348</b>	<b>3.975%</b>	<b>\$33,652</b>	<b>16.025%</b>
*Long-range transportation planning activities will include: refinement of the schedule for the MPO long-range transportation plan completion process (as needed); preparation of the next long-range transportation plan due in April 2023 (including various subtasks); discussion and coordination of MAP-21/FAST Act performance measurements and establishment of state and MPO performance targets, including working to align the Update to the <i>Year 2045 SATP</i> with USDOT performance management rules; continuation of in-house travel demand forecast modeling activities, including in-house model learning, continued allocation of time to use the model internally and with external parties, and possible training activities; and continuing to work with WisDOT on the development of statewide transportation plans, including <i>Connect 2050</i> , <i>Wisconsin Rail Plan 2050</i> , and potential planning efforts such as Transportation Demand Management.							
<b>Staff Hour Summary for the Sheboygan MPO 2021 Work Program:</b>							
<b>Staff Position:</b>	<b>Total Work Program Hours:</b>						
Executive Director	60						
Assistant Director	0						
Transportation Planner III (Full-Time MPO)	1,418						
Transportation Planner I (Half-Time MPO)	1,040						
Community Assistance Planner	0						
GIS Specialist	195						
Economic Development Planner	0						
Administrative Assistant	30						
<b>Total</b>	<b>2,743</b>						



## **I. PROGRAM SUPPORT AND ADMINISTRATION**

### Objective and Methodology

To perform the general administrative duties needed to carry out the various functions of the Sheboygan MPO. Administrative duties in 2021 will include:

- Preparation of the *2022 Sheboygan Metropolitan Planning Area Transportation Planning Work Program* (including a draft work program review meeting with WisDOT and FHWA staff).
- Participation in a mid-year work program review meeting (regarding the *2021 Sheboygan Metropolitan Planning Area Transportation Planning Work Program*) with WisDOT and FHWA staff.
- Completion of bimonthly, financial, progress, staff hour and other requested reports for submittal to WisDOT.
- Coordination of approximately seven joint meetings of the Sheboygan MPO Technical and Policy Advisory Committees in 2021.
- Participation in meetings of the Bay-Lake Regional Planning Commission or its Executive Committee at which MPO work elements are discussed and/or acted upon.
- Continued participation in quarterly FHWA/WisDOT/MPO meetings to discuss transportation planning, policy, financial and technical issues and questions.
- Attendance at the annual MPO/RPC/WisDOT transportation planning conference.
- Supervision of personnel involved in the Sheboygan MPO program

Table 1 (on page 16) outlines administrative activities for 2021 and the budget, staff hours and schedule allocated to these activities.

TABLE 1 PROGRAM SUPPORT AND ADMINISTRATION				
ACTIVITY	OUTCOME	BUDGET	STAFF HOURS	SCHEDULE
Work Program and Committee Coordination	1. Preparation of the 2022 Sheboygan Metropolitan Planning Area Transportation Planning Work Program.	\$36,500	439	August - November
	2. Attend one meeting with WisDOT and FHWA staff to review draft 2022 Sheboygan Metropolitan Planning Area Transportation Planning Work Program.			September or October
	3. Participation in a mid-year review meeting (regarding the 2021 Sheboygan Metropolitan Planning Area Transportation Planning Work Program) with WisDOT and FHWA staff.			May or June
	4. Completion of bimonthly financial, progress, staff hour and other requested reports for submittal to WisDOT.			January, March, May, July, September and November
	5. Coordination of approximately seven joint meetings of the Sheboygan MPO Technical and Policy Advisory Committees.			January - December
	6. Participation in meetings of the Bay-Lake Regional Planning Commission or its Executive Committee at which MPO work elements are discussed and/or acted upon.			January - December
	7. Supervision of personnel involved in the Sheboygan MPO program.			January - December
Conferences and MPO Directors' Meetings	1. Continued participation in quarterly FHWA/ WisDOT/MPO meetings to discuss transportation planning, policy, financial and technical issues and questions.	\$7,500	100	January, April, July, and September or October
	2. Attendance at the annual MPO/RPC/WisDOT Transportation Planning Conference.			September or October
Program Expenses*	1. Total MPO expenses (excluding travel)	\$4,000	Expense Only	
Total		\$48,000	539	
*Expenses include: memberships and subscriptions, all printing (including publication of public notices), all postage, telephone expenses, supplies and equipment, as well as the Sheboygan MPO share of outsourced BLRPC bookkeeping services.				
Staff Hour Summary for Program Support and Administration:				
Staff Position:		Total Work Program Hours:		
Executive Director		60		
Assistant Director		0		
Transportation Planner III (Full-Time MPO)		285		
Transportation Planner I (Half-Time MPO)		160		
Community Assistance Planner		0		
GIS Specialist		4		
Economic Development Planner		0		
Administrative Assistant		30		
Total		539		

## II. LONG-RANGE TRANSPORTATION PLANNING

### Objective and Methodology

Long-range transportation planning activities in 2021 will include:

- Refinement of the schedule for the MPO long-range transportation plan completion process (as needed).
- Preparation of the next long-range transportation plan due in April 2023, including the following subtasks:
  - Analysis of completeness of the last plan update.
  - Land use inventory.
  - Adjustments to traffic analysis zones (TAZs, as needed).
  - Allocation of base year socioeconomic data to TAZs.
  - Start to develop control total socioeconomic projections.
  - Examine the implementation status of the last plan update (both in terms of land use and transportation).
  - Modeling of existing (base year) conditions.
  - Start to model future (2055) conditions.
  - Hold a public information meeting regarding plan development status in late 2021.
- Discussion and coordination of MAP-21/FAST Act performance measurements and establishment of state and MPO performance targets, including working to align the Update to the *Year 2045 SATP* with USDOT performance management rules (**promotes MAP-21/FAST Act Implementation, a USDOT planning emphasis area**).
- Continuation of in-house travel demand forecast modeling activities in 2021, including in-house model learning, continued allocation of time to use the model internally and with external parties, and possible training activities.
- Continue to work with WisDOT on the development of statewide transportation plans, including *Connect 2050*, *Wisconsin Rail Plan 2050*, and potential planning efforts such as Transportation Demand Management (**promotes Regional Models of Cooperation, a USDOT planning emphasis area**).

Table 2 (on page 18) outlines long-range transportation planning activities for 2021 and the budget, staff hours and schedule allocated to these activities.

TABLE 2 LONG-RANGE TRANSPORTATION PLANNING				
ACTIVITY	OUTCOME	BUDGET	STAFF HOURS	SCHEDULE
Long-Range Transportation Planning Activities	1. Refinement of the schedule for the MPO long-range transportation plan completion process (as needed).	\$80,000	1,068	May - June and September - October
	2. Preparation of the next long-range transportation plan due in April 2023, including several subtasks (see Appendix E and the narrative for details).			January - December
	3. Discussion and coordination of MAP-21/FAST Act performance measurements and establishment of state and MPO performance targets, including working to align the Update to the <i>Year 2045 SATP</i> with USDOT performance management rules.			January - December
	4. Continuation of in-house travel demand forecast modeling activities, including in-house model learning, continued allocation of time to use the model internally and with external parties, and possible training activities.			January - December
	5. Continuing to work with WisDOT on the development of statewide transportation plans, including <i>Connect 2050</i> , <i>Wisconsin Rail Plan 2050</i> , and potential planning efforts such as Transportation Demand Management.			January - December
	Total	\$80,000	1,068	
Staff Hour Summary for Long-Range Transportation Planning:				
Staff Position:		Total Work Program Hours:		
Executive Director		0		
Assistant Director		0		
Transportation Planner III (Full-Time MPO)		538		
Transportation Planner I (Half-Time MPO)		435		
Community Assistance Planner		0		
GIS Specialist		95		
Economic Development Planner		0		
Administrative Assistant		0		
Total		1,068		

### III. SHORT-RANGE TRANSPORTATION PLANNING

#### Objective and Methodology

Short-range transportation planning activities in 2021 will include:

- Continuation of several public involvement, environmental justice and Title VI activities.
- Providing planning assistance to local units of government and to WisDOT, if requested (this may include assistance on WisDOT and other grant applications, if needed).
- Continuing to collect data for those performance indicators that can be tracked annually, and sharing of such data with members of the Sheboygan MPO Technical and Policy Advisory Committees.
- Assistance to Sheboygan County with the final stages of implementation of its non-motorized transportation pilot grant program.
- Completion of special studies for Shoreline Metro, as requested by its Director.
- Continuing to provide technical assistance to Shoreline Metro and to the Sheboygan County Economic Development Corporation (EDC) on employment transportation issues in the Sheboygan metropolitan planning area (**promotes Regional Models of Cooperation, a USDOT planning emphasis area**).
- Assistance in preparing possible amendments to the *2020 Coordinated Public Transit – Human Services Transportation Plan for Sheboygan County* (**promotes Ladders of Opportunity, a USDOT planning emphasis area**).

It should be noted that assistance provided to Sheboygan County in implementing its non-motorized transportation pilot grant program involves implementation of an earmark specified in the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) enacted in 2005. The Commission would continue to act in a coordinating capacity in implementing this program in the Sheboygan metropolitan planning area, in cooperation with Sheboygan County staff. Funding for this earmark is subject to Congressional obligation limitations.

Table 3 (on page 20) outlines short-range transportation planning activities for 2021 and the budget, staff hours and schedule allocated to these activities.

TABLE 3 SHORT-RANGE TRANSPORTATION PLANNING				
ACTIVITY	OUTCOME	BUDGET	STAFF HOURS	SCHEDULE
Public Involvement, Environmental Justice and Title VI Activities	1. Complete various Title VI related tasks for the MPO program.	\$11,000	146	January - December
	2. Implement improved strategies for engaging minority, low income, elderly and disabled populations through public involvement.			January - December
	3. Continue to enhance analytical capabilities for assessing impact distributions of transportation programs, policies and activities established in the transportation plan and TIP.			January - December
Other Short-Range Transportation Planning Activities	1. Provide planning assistance to local units of government and to WisDOT, if requested (this may include assistance on WisDOT and other grant applications, if needed).*	\$44,000	588	January - December
	2. Continue to collect data for those performance indicators that can be tracked on an annual basis, and sharing of such data with members of the Sheboygan MPO Technical and Policy Advisory Committees.*			January - December (Share data with MPO advisory committees at their December joint meeting)
	3. Assistance to Sheboygan County with the final stages of implementation of its non-motorized transportation pilot grant program.			January - December
	4. Completion of special transit studies for Shoreline Metro, as requested by its Director.			January - December
	5. Continue to provide technical assistance to Shoreline Metro and the Sheboygan County Economic Development Corporation (SCEDC) on employment transportation issues in the Sheboygan Metropolitan Planning Area.			January - December
	6. Assistance in preparing possible amendments to the <i>2020 Coordinated Public Transit - Human Services Transportation Plan for Sheboygan County</i> .			January - December
Total		\$55,000	734	
*In cooperation with the WisDOT Travel Forecasting Section and/or their consultant.				
Staff Hour Summary for Short-Range Transportation Planning:				
Staff Position:		Total Work Program Hours:		
Executive Director		0		
Assistant Director		0		
Transportation Planner III (Full-Time MPO)		370		
Transportation Planner I (Half-Time MPO)		299		
Community Assistance Planner		0		
GIS Specialist		65		
Economic Development Planner		0		
Administrative Assistant		0		
Total		734		

#### **IV. TRANSPORTATION IMPROVEMENT PROGRAM (TIP)**

##### Objective and Methodology

The TIP is a four-year listing of transit operating and capital, elderly and disabled transportation operating and capital, bicycle and pedestrian transportation, and street and highway improvements in the Sheboygan metropolitan planning area. All major projects receiving federal funding must be included in the TIP. Projects are solicited from local jurisdictions in the metropolitan planning area and from WisDOT, and are incorporated into the TIP. The draft TIP is reviewed by the MPO Technical and Policy Advisory Committees and by private transportation providers, and the general public is invited to offer comments on the projects. The TIP is forwarded to the Bay-Lake Regional Planning Commission for final approval. It should be noted that regionally significant transportation projects, regardless of funding source, need to be included in the TIP.

Table 4 (on page 22) outlines activities pertinent to TIP development for 2021 and the budget, staff hours and schedule allocated to these activities. There may be possible processing of amendments to the *2021 – 2024 TIP* (if necessary) during 2021. The largest task under this work element in 2021 will involve preparation of the *2022 – 2025 TIP*, which will be developed to be compliant with the FAST Act and its metropolitan transportation planning requirements. Some of these TIP preparation and amendment activities will require an air quality conformity analysis on both the Update to the *Year 2045 SATP* and the subject TIP utilizing emission factors from the MOVES 2014b emissions estimating model that will be provided by the WDNR Bureau of Air Management (for the *2022 – 2025 TIP*, this will be done based on the emission budgets for the Shoreline and Inland portions of Sheboygan County, which were found adequate by USEPA in July 2020). Finally, MPO staff will prepare a mid-year report on the progress of projects in the *2021 – 2024 TIP* for members of the Sheboygan MPO Technical and Policy Advisory Committees (including the sharing of this report at a joint meeting of these committees).



TABLE 4 TRANSPORTATION IMPROVEMENT PROGRAM (TIP)				
ACTIVITY	OUTCOME	BUDGET	STAFF HOURS	SCHEDULE
2021 - 2024 TIP	1. Possible processing of amendments to the 2021 - 2024 TIP (if necessary). 2. Preparation of a mid-year report on the progress of projects in the 2021 - 2024 TIP for members of the Sheboygan MPO Technical and Policy Advisory Committees (including the sharing of this report with members of these committees).	\$8,100	93	January - September  May - June (Share report with MPO advisory committees at their June or September joint meeting)
2022 - 2025 TIP	1. Compile Projects and Notify the Private Sector of Transit Projects. 2. Develop the TIP and Document the Private Sector Notification Process. 3. Review TIP for Compliance with the 1990 Clean Air Act Amendments (CAAA) and the Americans with Disabilities Act of 1990 (ADA). 4. Public Comment Period and Public Hearing 5. Technical Advisory Committee Review, Policy Advisory Committee Recommendation of Approval, MPO Approval, and Submittal to State and Federal Agencies and to the Governor.	\$18,900	309	July - August  August - September  August - September  September - October September - November
Total		\$27,000	402	
Staff Hour Summary for Transportation Improvement Program (TIP):				
Staff Position:		Total Work Program Hours:		
Executive Director		0		
Assistant Director		0		
Transportation Planner III (Full-Time MPO)		225		
Transportation Planner I (Half-Time MPO)		146		
Community Assistance Planner		0		
GIS Specialist		31		
Economic Development Planner		0		
Administrative Assistant		0		
Total		402		

**APPENDIX A**  
**RESOLUTION OF APPROVAL OF WORK PROGRAM**

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## RESOLUTION NO. 9-2020

### **Resolution of the Bay-Lake Regional Planning Commission to approve the 2021 Sheboygan Metropolitan Planning Area Transportation Planning Work Program**

**WHEREAS**, the draft of the *Preliminary 2021 - 2022 Work Program & 2021 Annual Budget* has been duly reviewed by the full Commission, and was approved in preliminary form at a meeting of the full Commission on September 11, 2020; and

**WHEREAS**, the Federal Transit Administration and the Federal Highway Administration require each metropolitan planning organization (MPO) to develop and maintain a continuing, comprehensive and cooperative transportation planning process, including development and updating of a multi-modal long-range transportation plan and periodic development of a transportation improvement program; and

**WHEREAS**, the funding of these programs by the U.S. Department of Transportation and by the State of Wisconsin must be documented and supported by a planning work program.

### **NOW, THEREFORE BE IT RESOLVED:**

**FIRST:** That the Commission approves the *2021 Sheboygan Metropolitan Planning Area Transportation Planning Work Program* as a component of the overall Commission Work Program for 2021.

**SECOND:** That the Commission authorizes the officers of the Commission to enter into contracts necessary to fund and carry out the intended work program.

**THIRD:** That the 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.

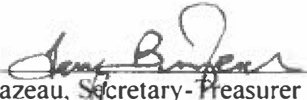


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Dan Koski, Chairperson  
Bay-Lake Regional Planning Commission

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.



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

**APPENDIX B**  
**METROPOLITAN PLANNING FACTORS AND THE *2021 SHEBOYGAN***  
***METROPOLITAN PLANNING AREA TRANSPORTATION PLANNING WORK***  
***PROGRAM***

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**METROPOLITAN PLANNING FACTORS AND THE 2021 SHEBOYGAN  
METROPOLITAN PLANNING AREA TRANSPORTATION PLANNING WORK  
PROGRAM**

The “*Fixing America’s Surface Transportation (FAST)*” Act, which was signed into law in late 2015, updated the planning factors that are to be considered by Metropolitan Planning Organizations (MPOs) when developing transportation plans and programs. The *2021 Sheboygan Metropolitan Planning Area Transportation Planning Work Program* has been developed with consideration of the metropolitan planning factors in the FAST Act. The ten metropolitan planning factors in the FAST Act are as follows:

1. Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity and efficiency;
2. Increase the safety of the transportation system for motorized and nonmotorized users;
3. Increase the security of the transportation system for motorized and nonmotorized users;
4. Increase the accessibility and mobility of people and for freight;
5. Protect and enhance the environment, promote energy conservation, improve the quality of life, and promote consistency between transportation improvements and State and local planned growth and economic development patterns;
6. Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight;
7. Promote efficient system management and operation;
8. Emphasize the preservation of the existing transportation system;
9. Improve the resiliency and reliability of the transportation system and reduce or mitigate stormwater impacts of surface transportation; and
10. Enhance travel and tourism.



The following matrix illustrates the major 2021 MPO work program elements and the metropolitan planning factors to be addressed in each project.

METROPOLITAN PLANNING FACTORS TO BE CONSIDERED IN THE 2021 SHEBOYGAN METROPOLITAN PLANNING AREA TRANSPORTATION PLANNING WORK PROGRAM											
Work Program Category	Significant Work Program Elements	Metropolitan Planning Factors									
		1	2	3	4	5	6	7	8	9	10
Administration	Preparation of 2022 Work Program	X	X	X	X	X	X	X	X	X	X
	Participation in Mid-Year Work Program Review Meeting	X	X	X	X	X	X	X	X	X	X
	Completion of Bimonthly Financial, Progress and Other Reports	X	X	X	X	X	X	X	X	X	X
	MPO TAC/PAC Joint Meeting Coordination	X	X	X	X	X	X	X	X	X	X
	Participate in Bay-Lake RPC Meetings with MPO Action Items	X	X	X	X	X	X	X	X	X	X
	Quarterly MPO Director Meetings and Annual MPO/RPC Conference	X	X	X	X	X	X	X	X	X	X
	Personnel Supervision	X	X	X	X	X	X	X	X	X	X
Long-Range Planning	Refinement of the Schedule for the MPO Long-Range Transportation Plan Completion Process (As Needed)	X	X	X	X	X	X	X	X	X	X
	Preparation of the Next Long-Range Transportation Plan Due in April 2023 (See Appendix E and the Narrative for Details)	X	X	X	X	X	X	X	X	X	X
	Discussion and Coordination of MAP-21/FAST Act Performance Measurements and Establishment of State and MPO Performance Targets, Including Working to Align the Update to the Year 2045 SATP with USDOT Performance Management Rules	X	X	X	X	X	X	X	X	X	X
	Continuing In-House Travel Demand Forecast Modeling Activities	X			X	X	X	X	X		
	Continuing to Work with WisDOT on the Development of Statewide Transportation Plans, Including Connect 2050, Wisconsin Rail Plan 2050, and Potential Planning Efforts Such as Transportation Demand Management	X	X	X	X	X	X	X	X	X	X
Short-Range Planning	Public Involvement, Environmental Justice and Title VI Activities				X	X	X				
	Planning Assistance to Local Units of Government and to WisDOT, if Requested (Including Possible Assistance on WisDOT and Other Grant Applications)				X	X		X	X	X	
	Continuing to Collect Data for Performance Indicators that can be Tracked Annually/Sharing of Data with MPO Advisory Committees	X	X	X	X	X	X	X	X	X	X
	Sheboygan County NMTTP Implementation Assistance		X	X	X	X	X				X
	Completion of Special Studies for Shoreline Metro	X			X	X		X	X		
	Continuing to Provide Technical Assistance to Shoreline Metro and the Sheboygan County Economic Development Corporation (SCEDC) on Employment Transportation Issues in the Sheboygan Metropolitan Planning Area	X			X	X	X				X
	Preparing Possible Amendments to the 2020 Coordinated Public Transit - Human Services Transportation Plan for Sheboygan County	X			X	X	X	X	X		
TIP	Possible Processing of Amendments to the 2021 - 2024 TIP (If Necessary)	X	X	X	X	X	X	X	X	X	X
	Preparation of a Mid-Year Report on Progress of Projects in TIP	X	X	X	X	X	X	X	X	X	X
	Preparation of the 2022 - 2025 TIP	X	X	X	X	X	X	X	X	X	X

**APPENDIX C**  
**WisDOT/MPO/TRANSIT OPERATOR COOPERATIVE PLANNING AGREEMENT**

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**COOPERATIVE AGREEMENT FOR CONTINUING TRANSPORTATION PLANNING  
FOR THE SHEBOYGAN METROPOLITAN PLANNING AREA**

The *Cooperative Agreement for Continuing Transportation Planning for the Sheboygan Metropolitan Planning Area* can be found by clicking on the link on the Bay-Lake Regional Planning Commission's Sheboygan MPO webpage, which can be found at:

[https://baylakerpc.org/sheboygan-mpo/about/cooperative-agreement-continuing-transportation-planning\(.\)](https://baylakerpc.org/sheboygan-mpo/about/cooperative-agreement-continuing-transportation-planning(.))

Signatories to the agreement include: the Bay-Lake Regional Planning Commission, the Wisconsin Department of Transportation, and the Sheboygan Transit Commission. The agreement was signed in late 2016 and early 2017, and took effect on January 5, 2017.

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**APPENDIX D**  
**TITLE VI NON-DISCRIMINATION AGREEMENT AND PROGRAM**

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## **TITLE VI NON-DISCRIMINATION AGREEMENT AND PROGRAM**

The *Title VI Non-Discrimination Agreement* can be found on the Bay-Lake Regional Planning Commission's Sheboygan MPO webpage. Signatories to the agreement include: the Bay-Lake Regional Planning Commission (a Wisconsin Department of Transportation Sub-Recipient), and the Wisconsin Department of Transportation. The updated agreement was signed in September and October of 2020.

In addition, the *Title VI and Non-Discrimination/Limited English Proficiency (LEP) Plan* can be found on the Commission's Sheboygan MPO webpage. The Bay-Lake Regional Planning Commission completed an update to the *Title VI and Non-Discrimination Program/LEP Plan* in 2020. This document was recommended for approval by the Sheboygan MPO Technical and Policy Advisory Committees (in terms of elements related to the Sheboygan Metropolitan Planning Area), and was approved by the Bay-Lake Regional Planning Commission at its meeting in June of 2020. This document applies to both of the Commission's transportation planning programs (the Regional Transportation Planning program and the Sheboygan MPO program). This plan will be updated in 2023.

The *Title VI Non-Discrimination Agreement* and the *Title VI and Non-Discrimination/Limited English Proficiency (LEP) Plan* can be found by clicking on the links on the Bay-Lake Regional Planning Commission's Sheboygan MPO webpage, which can be found at:  
[https://baylakerpc.org/about/civil-rights-title-vi-notice\(.\)](https://baylakerpc.org/about/civil-rights-title-vi-notice(.))



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**APPENDIX E**  
**SCHEDULE FOR THE UPDATE TO THE LONG-RANGE TRANSPORTATION PLAN**  
**DUE IN APRIL 2023**

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Sheboygan MPO	2021												2022												2023												
2023 Plan Update (Horizon Year of 2055)	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	
Annual TIP (2021, 2022, 2023, 2024) or TIP Amendment									?	0											?	0												?	0		
Annual UPWP										0												0													0		
Public Participation Plan (Completed in 2020)																																					
LRTP Timeline Evaluation/Revision																																					
Data Collection/Preparation																																					
Analysis of Completeness of Last Plan Update																																					
Inventories																																					
Land Use																																					
Transportation (Inventory Chapter)																																					
TAZ Adjustments (As Needed)																																					
Allocation of Current Socioeconomic Data to TAZs																																					
Development of Control Total Socioeconomic Projections																																					
Implementation Status of Adopted Plan																																					
Land Use																																					
Transportation																																					
Continued Tracking of Performance of Indicators (Annual)																																					
Goals & Objectives																																					
Draft																																					
Present to Relevant Committees and Public																																					
Refine Goals and Objectives																																					
Approve Goals and Objectives																																					
Existing Needs/Deficiencies Analysis																																					
Projects to be Modeled																																					
Projects not Modeled																																					
Modeling																																					
Existing Conditions (Base Year)																																					
Future Conditions (2055 - Selected Land Use Scenario)																																					
Future Committed and Planned Projects																																					
Analyze Results																																					
Refinement																																					
Financial Plan/Fiscal Constraint																																					
Existing and Historic Financial Information (Revenues and Costs)																																					
Inflation Methodology (Revenues and Costs)																																					
Anticipated Revenues																																					
Costs by Project Type																																					
Identify Revenue Constraints																																					
Identify Shortfalls/Refinement of Project List																																					
Demonstrate Fiscal Constraint																																					
Conformity																																					
Interagency Consultation																																					
Planning Factors																																					
Emission Factors																																					
Analysis																																					
Determination																																					
MPO Meetings																																					
Policy Board (Bay-Lake Regional Planning Commission)																																					
Sheboygan MPO Technical/Policy Advisory Committees (Joint)																																					
Other MPO Committees (to be determined)																																					
Consultation/Focus Groups (to be determined)																																					
General Public																																					
Other Groups (As Needed - to be determined)																																					
Plan Approval																																					
Public Comment																																					
Final Approval																																					

KEY	
Scheduled Time	
MPO Action	0
TAC/PAC Vote	v
Information Meeting	?
Due Date	*

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**APPENDIX F**  
**2021 TENTATIVE SCHEDULE OF MPO TECHNICAL AND POLICY ADVISORY**  
**COMMITTEE JOINT MEETINGS, BAY-LAKE RPC FULL COMMISSION AND**  
**EXECUTIVE COMMITTEE MEETINGS, AND OTHER MEETING DATES**

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<b>2021 Tentative Schedule of MPO Technical and Policy Advisory Committee Joint Meetings, BLRPC Full Commission and Executive Committee Meetings, and Other Meeting Dates*</b>			
<b>MPO Technical and Policy Advisory Committee Joint Meetings**</b>	<b>BLRPC Full Commission and Executive Committee Meetings</b>	<b>MPO Directors' Meetings with WisDOT and FHWA***</b>	<b>Mid-Year and Draft Work Program Review Meetings with WisDOT and FHWA</b>
January 28	January 29 (Executive)	January 26	
February 25			
	March 11 (Full)		
April 29	April 30 (Executive)	April 27	
May 27			May or June
	June 11 (Full)		May or June
	July 30 (Executive)	July 27	
September 2	September 10 (Full)		September or October
October 28	October 29 (Executive)	October 26	September or October
December 9	December 10 (Full)		
*Some or all of these meetings may be conducted wholly or partially via teleconference.			
**Commission staff reserves the right to reschedule existing meetings or call special meetings of the Sheboygan MPO Technical and Policy Advisory Committees in order to complete tasks in a timely manner or to accommodate unforeseen deadlines, etc..			
***One of the MPO Directors' meetings might be timed to coincide with the annual MPO/RPC/WisDOT transportation planning conference that normally takes place in the late summer or early fall. There could also be changes to these meeting dates made by WisDOT or FHWA.			



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**APPENDIX G**  
**DISTRIBUTION OF LOCAL SHARE FUNDING FOR THE 2021 *SHEBOYGAN***  
***METROPOLITAN PLANNING AREA TRANSPORTATION PLANNING WORK***  
***PROGRAM***

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**DISTRIBUTION OF LOCAL SHARE FUNDING FOR THE 2021 SHEBOYGAN  
METROPOLITAN PLANNING AREA TRANSPORTATION PLANNING WORK  
PROGRAM**

Of the \$210,000 (across all sources) that is funding the *2021 Sheboygan Metropolitan Planning Area Transportation Planning Work Program*, some \$26,250 is devoted to transit planning activities. When the 16.025 percent local share (\$33,652 of \$210,000) is applied to the \$26,250 in transit planning activity, the transit local share is **\$4,207**. Shoreline Metro, the Sheboygan Transit Utility, will provide this portion of local funding in 2021. This is billed incrementally at the same time that WisDOT gets billed for the federal and state shares of the MPO program.

The remaining \$183,750 is devoted to planning for all other modes of transportation. When the 16.025 percent local share is applied to the \$183,750 in planning activity for all other modes, this local share is **\$29,445**. This portion of local funding will be provided by Sheboygan County's membership levy with the Commission in 2021. Sheboygan County pays its membership levy to the Commission at the beginning of the year, and the \$29,445 is a portion of this levy.

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**APPENDIX H**  
***2020 PUBLIC PARTICIPATION PLAN UPDATE* FOR THE SHEBOYGAN MPO**

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## **2020 PUBLIC PARTICIPATION PLAN UPDATE FOR THE SHEBOYGAN MPO**

The *2020 Public Participation Plan Update: Sheboygan Metropolitan Planning Organization (MPO)* can be found by clicking on the link on the Bay-Lake Regional Planning Commission's Sheboygan MPO webpage, which can be found at: <https://baylakerpc.org/sheboygan-mpo/about/sheboygan-mpo-public-participation-plan>(.)

The Bay-Lake Regional Planning Commission (BLRPC) approved the 2020 update to the Public Participation Plan for the Sheboygan MPO in September of 2020 after several months of review by the Sheboygan MPO Technical and Policy Advisory Committees and after a 30 day "consultation period" and a 45 day public comment period. The *2020 Public Participation Plan Update* is intended to describe how BLRPC staff will, to the best of their ability, provide the opportunity for public input and understanding of transportation plans and programs to all residents of the Sheboygan metropolitan planning area, especially to those persons who have been historically underrepresented in the planning process. The *2020 Public Participation Plan Update* also includes additional outreach to specific entities as required under recent Federal surface transportation legislation, particularly the "Fixing America's Surface Transportation" (FAST) Act.



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**APPENDIX I**  
**2021 INDIRECT COST ALLOCATION PLAN FOR THE BAY-LAKE REGIONAL**  
**PLANNING COMMISSION (INCLUDING THE SHEBOYGAN MPO)**

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## **2021 INDIRECT COST ALLOCATION PLAN FOR THE BAY-LAKE REGIONAL PLANNING COMMISSION (INCLUDING THE SHEBOYGAN MPO)**

Most Bay-Lake Regional Planning Commission staff members are anticipated to work on Sheboygan MPO activities in 2021, as follows:

- Transportation Planner III (1,418 hours);
- Transportation Planner I (1,040 hours);
- GIS Specialist (195 hours);
- Executive Director (60 hours); and
- Administrative Assistant (30 hours).

All permanent Bay-Lake Regional Planning Commission staff members receive employee fringe benefits, which include: health insurance; dental insurance; life insurance; income continuation insurance; and an employee assistance program. All permanent staff members participate in the Wisconsin Retirement System, which is also an employee benefit. Government required coverage in this category includes: worker compensation (in the case of injuries on the job); unemployment insurance; and social security. Other employee benefits can include educational and professional development assistance. Staff can also participate in optional insurance and deferred compensation plans that are at the sole expense of the employee.

All permanent staff members also receive paid leave, which includes: 10.5 days of holidays (8.5 days of recognized holidays plus two days of personal holidays); vacation (amount accrued depends on the amount of years of service of the employee); and sick leave. Other less common forms of paid leave can include taking a small amount of time to vote on Election Day, as well as jury duty. There are forms of unpaid leave as well (family/medical leave of absence, military leave of absence and personal leave of absence), but since these are not paid, they are not accounted for in this category.

All other indirect costs include categories that are identified in the attached cost policy statement.

The source for the above information is the *Bay-Lake Regional Planning Commission Cost Policy Statement* prepared by Evans Race and Van Dreel CPAs in October 2020 (based on the 2019 audit of the Commission conducted by CLA in early 2020). This report applies uniformly to all programs of the Commission, including the Sheboygan MPO program. This is being used for the 2021 budget because this was the most recent period in which such a cost policy statement was developed. The attached cost policy statement is available for review at the Bay-Lake Regional Planning Commission.

Costs and rates will be adjusted and reconciled back for 2021 based on audited 2020 costs when they become available in early 2020.

A copy of the most current cost policy statement of the Bay-Lake Regional Planning Commission can be found on the following pages.

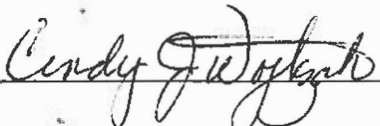
Certificate of Indirect Costs  
For State & Local Governments and Indian Tribes

This is to certify that I have reviewed the indirect cost rate proposal submitted herewith and to the best of my knowledge and belief:

- (1) All costs included in this proposal dated October 12, 2020, to establish billing or final indirect cost rates for January 1, 2020, to December 31, 2020, are allowable in accordance with the requirements of the Federal awards to which they apply and the provisions of 2 CFR Part 200 Subpart E-Cost Principles. Unallowable costs have been adjusted for in allocating costs as indicated in the indirect cost proposal.
- (2) All costs included in this proposal are properly allocable to Federal awards on the basis of a beneficial or causal relationship between the expenses incurred and the agreements to which they are allocated in accordance with applicable requirements. Further, the same costs that have been treated as indirect costs have not been claimed as direct costs. Similar types of costs have been accounted for consistently and the Federal government will be notified of any accounting changes that would affect the predetermined rate.

I declare that the foregoing is true and correct.

Governmental Unit: Bay-Lake Regional Planning Commission

Signature: 

Name of Official: Cindy J. Wojtczak

Title: Executive Director

Date of Execution: Oct. 12, 2020

This certification:

- Is a requirement per 2 CFR Part 200 Subpart E Subsection 200.415 and Appendix VII Section D.3.;
- Must be submitted as part of the annual indirect cost rate proposal; and
- Must be signed on behalf of the non-Federal entity by an individual at a level no lower than vice president or chief financial officer of the organization.

**Bay-Lake Regional Planning Commission**  
**January 2, 2020 to December 31, 2020**  
**Allocation of Costs - Based on 2019 Actuals**

	2019 Actuals	Allocation Base		
		Method	Amount	Rate
<u>Employee Fringe Benefits</u>				
Bay-Lake FICA	37,756			
WRS Employer	65,105			
Bay-Lake Ins. payment	102,505			
	205,366	Total Salaries	507,329	40.5%
<u>Time Off With Pay</u>				
Vacation	29,984			
Sick leave	14,713			
Holiday pay	16,365			
	61,062			
Employee Benefits Allocation - Other	57,012			
	118,074	Total Salaries - Direct TOWP	446,267	26.5%
<u>Indirect Costs</u>				
Salaries	82,032			
Time Off w/Pay	41,057			
OPEB	3,907			
Unemployment	4,449			
Audit & Acctg	22,385			
Other Professional	2,715			
Internet	386			
Phone	3,303			
Office Maintenance & Cleaning	2,388			
Office Supplies/Printing/Repair	16,468			
Conferences & Publications	2,610			
Travel & Auto Expenses	2,376			
Insurance	8,409			
Building Rent	29,448			
Equip Lease	4,946			
Depreciation	8,107			
Commission Expenses	2,847			
	237,832	Total Project Salaries	361,716	65.8%



Creative Progressive Accounting Solutions

October 12, 2020

Cindy Wojtczak  
Bay-Lake Regional Planning Commission  
425 S. Adams Street, Suite 201  
Green Bay, WI 54301

Dear Ms. Wojtczak:

With the completion of the 2019 Financial Audit of Bay-Lake Regional Planning Commission, I reviewed the adequacy of your indirect cost rates used in 2019. In my opinion, the rates were adequate and reasonable based on your actual 2019 expenses and were calculated in accordance with the principles of Office of Management and Budget Circular A-87.

In order to correspond to your projected 2020 expenses, I propose the following as 2020 indirect rates to be charged to direct labor:

Employee Benefits	40.5%
Time Off With Pay	26.5%
All Other Indirect Costs	65.8%
Total	132.8%

If you have any questions or desire any further information, don't hesitate to contact us.

Sincerely,

Gail M Van Dreel, CPA, CVA, MAFF  
President, Owner  
Evans Race & Van Dreel CPAs

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



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SHEBOYGAN METROPOLITAN PLANNING ORGANIZATION  
TECHNICAL ADVISORY COMMITTEE

Kelley Brookins, Regional Adm.  
FTA Region 5  
Chicago

Kevin Struck  
Growth Management Educator  
Sheboygan Co. UW Extension  
Sheboygan

Steve Sokolowski  
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

Ryan Sazama  
City of Sheboygan DPW Engineering Division  
Sheboygan

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

Derek Muench, Director  
Shoreline Metro  
Sheboygan

Steve Hirshfeld  
WisDOT Bureau of Transit, Local Roads, Railroads & Harbors  
Madison

Matt Halada  
WisDOT Northeast Region  
Green Bay

Ryan Welsing  
Village of Howards Grove

Matthew Grenoble  
Sheboygan Co. Memorial Airport  
Sheboygan Falls

David Bizot  
Bureau of Air Management  
Wisconsin DNR  
Madison

Al Bosman  
Eastern WI Counties Railroad Consortium  
Sheboygan

David Smith  
Bicycling Advocate  
Sheboygan

David Biebel\*, Director  
Department of Public Works  
City of Sheboygan

Christopher Bovee  
Bureau of Air Management  
Wisconsin DNR  
Madison

Jeremiah Schiefelbein  
Wisconsin DNR Northeast Region  
Green Bay

Cory Roeseler  
Sheboygan Co. Traffic Safety  
Commission  
Sheboygan

Brett Edgerle  
Village of Kohler

\*Indicates Committee Chair

\*\*Indicates Committee Vice-Chair

SHEBOYGAN METROPOLITAN PLANNING ORGANIZATION  
POLICY ADVISORY COMMITTEE

Vernon Koch, Chairperson  
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  
City of Sheboygan

Aaron Anger, Chairperson  
Town of Mosel

Charles Born\*\*, Chairperson  
Town of Lima

Jeff Plass, President  
Village of Howards Grove

Ald. Ryan Sorenson, Chairman  
Sheboygan Transit Commission  
Sheboygan

George Marthenze, Chairperson  
Town of Herman

Colleen Harris, Director  
WisDOT Northeast Region  
Green Bay

\*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

Dennis Kroll

### **SHEBOYGAN COUNTY**

Mike Hotz, Vice-Chairperson

Ed Procek

Vacant

## Staff

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Executive Director

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