

MINUTES
BAY-LAKE REGIONAL PLANNING COMMISSION
TECHNICAL AND POLICY ADVISORY COMMITTEES JOINT MEETING
December 8, 2022
Sheboygan City Hall (Room 106)
828 Center Avenue, Sheboygan
(Also Conducted via Teleconference using Go to Meeting)

MEMBERS PRESENT: Charles Born, Policy Advisory Committee Vice Chairperson,
Presiding (at the request of Policy Advisory Committee
Chairperson Vernon Koch, who was participating virtually)

Policy Advisory Committee: Heather Cleveland (Sheboygan Transit Commission)
Tom Holtan for Daniel Hein (Town of Sheboygan)
Vernon Koch (Sheboygan County)
Nick Weber for Tom Buchholz (WisDOT Northeast Region,
Green Bay)

Technical Advisory Committee: Aaron Brault (Sheboygan County Planning and Conservation
Department)
Mike Kitzerow (Village of Kohler)
David Smith (Bicycle and Pedestrian Transportation Advocate)
Steve Sokolowski (City of Sheboygan Department of Planning
and Development)
Emily Stewart for Greg Schnell (Sheboygan County
Transportation Department)

MEMBERS EXCUSED: Jerry Benzschawel (City of Sheboygan Falls Department of
Public Works)
David Biebel (City of Sheboygan Department of Public Works)
David Bizot (Wisconsin Department of Natural Resources
Bureau of Air Management – Madison)
Derek Muench (Shoreline Metro)
Jeff Plass (Village of Howards Grove)
Ryan Sazama (City of Sheboygan Department of Public Works)

OTHERS PRESENT: None

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

1. The meeting was called to order at 1:04 p.m. by Policy Advisory Committee Vice
Chairperson Charles Born.

Members of both committees and staff introduced themselves for the benefit of everyone participating in the meeting.

Members of both committees and staff participating in the meeting noted committee members who had asked to be excused from the meeting.

Jeffrey Agee-Aguayo requested two items from meeting participants for record keeping purposes. First, that members of both committees participating via teleconference state their name when speaking or making a motion or second. Second, that there may be possible roll call votes if there are any non-unanimous votes at this meeting.

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

Moved by David Smith and seconded by Mike Kitzerow that both committees approve the agenda for the December 8, 2022, joint Technical Advisory Committee/Policy Advisory Committee meeting. Motion carried, with all voting aye on a voice vote.

3. Heena Bhatt distributed the draft minutes of the November 17, 2022, special joint meeting to those attending the meeting in person. Jeffrey Agee-Aguayo projected the draft minutes on the shared screen feature in Go to Meeting, and briefly reviewed those minutes. The draft minutes were also emailed to members of both committees in advance of the meeting.

Moved by Tom Holtan and seconded by David Smith that both committees approve the minutes of the November 17, 2022, special joint Technical Advisory Committee/Policy Advisory Committee meeting. Motion carried, with all voting aye on a voice vote.

4. Policy Advisory Committee Vice Chairperson Charles Born asked if there was any public input.

David Smith thanked whoever was responsible for improving street markings in the City of Sheboygan since he commented on that topic at the September meeting.

No additional public input was received.

5. Members of both committees reviewed and recommended approval of the Public Transit Agency Safety Plan (PTASP) and Targets for Shoreline Metro to the Bay-Lake Regional Planning Commission.

Heena Bhatt distributed the PTASP Update to those attending the meeting in person. Jeffrey Agee-Aguayo projected the PTASP on the shared screen feature in Go to Meeting. Jeffrey Agee-Aguayo then reviewed the document in terms of changes made since the first PTASP was developed in 2020. The PTASP was emailed to members of both committees in advance of the meeting.

The following changes were reviewed (mostly noted in red in the document):

- Page 3 – A new Chief Safety Officer (CSO) was noted. Approval by Shoreline Metro’s Safety Advisory Committee was noted, along with listing the members of that committee. Approval by the Sheboygan Transit Commission was noted, along with changes to the membership of that body since the last PTASP was approved. Certification by the Accountable Executive (Transit Director) was noted.
- Page 4 – Additions to the activity log were noted.
- Page 12 – In Section 1.2, language was added noting that “frontline employees, as well as all others, are furnished with a copy of this plan and are able to make suggestions of changes to the plan to the Accountable Executive or CSO at any time,” and that “the CSO conducts quarterly safety meetings where staff is able to discuss safety and this plan.”
- Page 13 – Changes to the Parking and Transit Table of Organization were noted.
- Page 17 – In Section 2.3, safety actions related to infectious diseases defenses were added to the plan in the wake of the COVID-19 pandemic.
- Appendix A – The new CSO was noted, along with one minor addition on page 35.
- Appendix B – The new CSO was noted, along with one addition to “facility and shop inspections” on page 39.
- Appendix C – The new CSO was noted.
- Appendix E – The new CSO was noted.
- Appendix F – The new CSO was noted.
- Appendix G – The new CSO was noted. Baselines and targets were updated for five measures (for both fixed-route and paratransit for four of the measures) under Goal 1 (Safety Management System to Reduce Casualties/Occurrences). Baselines and/or targets were updated for two measures under Goal 2 (Culture). No baselines and targets needed to be updated under Goal 3 (Systems/Equipment).
- Appendix H – This involved the same changes made in Appendix G.

Jeffrey Agee-Aguayo commented that the Shoreline Metro Safety Advisory Committee approved the PTASP and targets on November 19, 2022, and that the Sheboygan Transit Commission approved the PTASP and targets for Shoreline Metro on November 29, 2022.

There were no questions or comments regarding the PTASP and targets from members of either committee.

Moved by Vernon Koch and seconded by Tom Holtan that both committees recommend approval of the Public Transit Agency Safety Plan (PTASP) and Targets for Shoreline Metro to the Bay-Lake Regional Planning Commission. Motion carried, with all voting aye on a voice vote.

6. Members of both committees gave preliminary review to draft Chapter 6 (Transportation and Land Use) of the *Year 2050 SATP*.

Heena Bhatt distributed draft Chapter 6 to those attending the meeting in person. Jeffrey Agee-Aguayo projected draft Chapter 6 on the shared screen feature in Go to Meeting. Jeffrey Agee-Aguayo then reviewed draft Chapter 6. Draft Chapter 6 was emailed to members of both committees in advance of the meeting.

The introduction was reviewed first, followed by a section on estimating future transportation needs. The pre-modeling process discussed the land use inventory conducted in 2021, as well as 2050 control total socioeconomic projections. Table 6.1 showed control total socioeconomic projections for Sheboygan County from 2010 to 2050. Figures 6.1, 6.2 and 6.3 focused on household, employment, and school enrollment projections in detail. The process of allocating socioeconomic projections to traffic analysis zones (TAZs) was also discussed. Table 6.2 discussed systemwide transportation impacts of 2050 socioeconomic growth allocations for Sheboygan County, and included attributes such as average daily vehicle miles traveled (VMT) and vehicle hours traveled (VHT), average speed, and level of service.

There is also discussion in draft Chapter 6 regarding the travel demand forecast modeling process. This included background information, as well as requirements and guidance at the federal and state levels. Figure 6.4 provided an illustration of level of service (LOS) ratings.

Another portion of draft Chapter 6 discussed model testing. This started with discussion of socioeconomic growth allocations in 2050 with the existing plus committed network. Projected deficiencies were also discussed, including potential or actual deficiencies in 2020 and 2050, as well as links that are worthy of monitoring but not necessarily deficient in 2020 and 2050.

Draft Chapter 6 also lists the six projects that were tested with the travel demand forecast model. Draft Chapter 6 concludes with discussion of final decisions by the MPO Technical and Policy Advisory Committees on capacity modifying projects to be included in the *Year 2050 SATP*.

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

- Charles Born and David Smith discussed the proposed State Highway 23/County Highway TT interchange that was tested with the travel demand forecast model.

- Charles Born discussed “developable land” and farming, noting that he wanted stronger language regarding farmland preservation in the *Year 2050 SATP*.
- Heather Cleveland commented that she supported farmland preservation efforts (along with more urban infill development).
- Aaron Brault stated that his department would be updating Sheboygan County’s Farmland Preservation Plan in 2023.

Heena Bhatt distributed draft Map 6.1 (2021 Land Use Inventory) to those attending the meeting in person. Jeffrey Agee-Aguayo projected draft Map 6.1 on the shared screen feature in Go to Meeting. Jeffrey Agee-Aguayo then reviewed draft Map 6.1. Draft Map 6.1 was emailed to members of both committees in advance of the meeting.

There were no comments regarding draft Map 6.1 from members of either committee.

Jeffrey Agee-Aguayo noted that Map 6.2 (Congestion Status of Streets and Highways in 2050) would be distributed and reviewed at the next meeting.

7. Members of both committees gave preliminary review to draft Chapter 7 (Recommended Transportation Plan) of the *Year 2050 SATP*.

Heena Bhatt distributed draft Chapter 7 to those attending the meeting in person. Jeffrey Agee-Aguayo projected draft Chapter 7 on the shared screen feature in Go to Meeting. Jeffrey Agee-Aguayo then reviewed draft Chapter 7 (with the exception of the Recommended Bicycle and Pedestrian Projects, Policies and Strategies section, which remains under development). Draft Chapter 7 was emailed to members of both committees in advance of the meeting.

Chapter 7 begins with a section on Recommended Street and Highway Improvement Projects. This included the following subsections:

- Capacity Modifying Projects (including Table 7.1);
- Capacity Modifying Projects Outside the Metropolitan Planning Area but in the Sheboygan County Portion of the Travel Demand Forecast Model (for Air Quality Conformity Analysis Purposes);
- Capacity Modifying Projects Tested by the Travel Demand Forecast Model but not Recommended; and
- System Preservation and Right-of-Way/Corridor Preservation Projects (including Tables 7.2 and 7.3).

Chapter 7 continues with Recommended Transit Funding, Projects, and Strategies. This included the following subsections:

- Transit Funding and Projects (including Table 7.4); and
- Transit Strategies.

The next section of Chapter 7 will involve Recommended Bicycle and Pedestrian Projects, Policies and Strategies. This remains a work in progress, and will discuss topics such as:

- Recommended Bicycle Transportation Projects;
- Pedestrian Transportation Policy;
- Recommended Pedestrian Transportation Projects;
- Other Bicycle and Pedestrian Transportation Programs (Non-Construction); and
- Bicycle and Pedestrian Transportation Strategies.

The Recommended Bicycle and Pedestrian Projects, Policies and Strategies section will include Tables 7.5 through 7.8.

Heena Bhatt discussed her efforts in preparing the Recommended Bicycle and Pedestrian Projects, Policies and Strategies section of Chapter 7. All of the recommended projects in the Sheboygan Metropolitan Planning Area from the *Sheboygan County Pedestrian and Bicycle Comprehensive Plan: 2015 Update* have been listed in this section. Staff is calculating the cost of projects (adjusting for inflation) and figuring out if any of the projects cannot be recommended based on estimated available funding. Staff is also taking into consideration the input received on the 2023 – 2026 TIP in late October in developing this section. Staff is considering creating an interactive map of existing and recommended bicycle facilities. Staff reached out to Heather Cleveland to ask what stakeholders in the community would like to see; ideas that were discussed included conducting a workshop and gathering input on which facilities and intersections are unsafe for riding (areas of concern), ultimately leading to a report documenting these areas along with possible solutions (*Note: This may be done outside the Year 2050 SATP due to the short timeframe between this meeting and the deadline for plan approval*). Such a report could either focus on the City of Sheboygan or on the entire metropolitan planning area.

Most of the discussion regarding draft Chapter 7 focused on the Recommended Bicycle and Pedestrian Projects, Policies and Strategies section. Heather Cleveland discussed her active transportation committee. Charles Born discussed motorized bicycles being popular among senior citizens; Aaron Brault commented that motorized bicycles are subject to speed limits on county facilities. Heather Cleveland thought that this section should also focus on the non-infrastructure aspects of bicycle and pedestrian transportation as well (such as safety). Aaron Brault commented that Sheboygan County publishes a map of bicycle facilities annually; Heather Cleveland suggested color coding bicycle routes on this map for tourists. David Smith stated that there needs to be a champion for these efforts within Sheboygan city government, and also discussed the League of American Bicyclists designation levels (bronze, silver, etc.).

Chapter 7 then continues with the following sections:

- Recommended Freight Policies and Strategies;
- Recommended Intercity Passenger Policies and Strategies;
- Recommended Safety Projects, Policies and Strategies (including Table 7.9);
- Recommended Security Policies and Strategies;
- Recommended Transportation System Resiliency and Reliability Policies and Strategies;
- Recommended Policies and Strategies Regarding Reduction or Mitigation of Stormwater Impacts of Surface Transportation;
- Recommended Policies and Strategies Regarding Enhancement of Travel and Tourism;
- Recommended Policies and Strategies Regarding Connected and Automated Vehicles;
- Recommended Transportation System Efficiency Projects, Policies and Strategies (including Table 7.10);
- Recommended Future Studies; and
- Comparison of Travel Demand Projections Under 2020 and 2050 Baseline Conditions and Under 2050 Conditions with the Recommended Transportation Plan.

There were no questions or comments from members of either committee regarding draft Chapter 7, except for the Recommended Bicycle and Pedestrian Projects, Policies and Strategies section.

Jeffrey Agee-Aguayo noted that Maps 7.1 (Recommended Capacity Modifying Street and Highway Improvement Projects), 7.2 (Recommended Bicycle Transportation Projects), and 7.3 (Recommended Pedestrian Transportation Projects) would be distributed and reviewed at the next meeting.

8. Nick Weber gave an update on WisDOT Northeast Region planning activities (including local programs) to everyone participating in the meeting.

Nick Weber discussed the new Transportation Alternatives Program (TAP) funding cycle.

Nick Weber also discussed the USDOT’s “Rebuilding American Infrastructure with Sustainability and Equity” (RAISE) grant announcement.

Nick Weber noted that local programs at the WisDOT Northeast Region are now handled by two staff: Kelsey Lorenz handles the Congestion Mitigation and Air Quality (CMAQ) and TAP programs, while Alex Dums handles all other local programs.

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

Jeffrey Agee-Aguayo stated that he participated in a quarterly meeting of the Sheboygan County Transportation Coordinating Committee (TCC, via teleconference) the afternoon of November 17, 2022.

Jeffrey Agee-Aguayo noted that he and Heena Bhatt met with Heather Cleveland to discuss outreach in the development of the bicycle and pedestrian transportation recommendations in the *Year 2050 SATP* as well as bicycle and pedestrian planning activities beyond the long-range transportation plan update (via teleconference) the morning of November 18, 2022.

Jeffrey Agee-Aguayo indicated that he participated in a meeting of the CMAQ project selection committee (via teleconference) the afternoon of November 29, 2022.

Jeffrey Agee-Aguayo commented that he participated in a meeting of the Sheboygan Transit Commission (via teleconference) the evening of November 29, 2022.

Jeffrey Agee-Aguayo stated that he participated in a presentation regarding WisDOT travel demand forecast model socioeconomic data development (via teleconference) the afternoon of December 5, 2022.

Jeffrey Agee-Aguayo noted that he would be participating in a meeting of the Bay-Lake Regional Planning Commission the morning of December 9, 2022. Final approval of Shoreline Metro's PTASP Update and targets is among the agenda items at that meeting.

Heena Bhatt indicated that she had prepared a scope of services for a transportation study of Sheboygan County at the request of county staff.

9. The next meeting of the Sheboygan MPO Technical and Policy Advisory Committees is scheduled for **Thursday, January 26, 2023, at 1:00 p.m.**

Jeffrey Agee-Aguayo briefly reviewed meeting dates for 2023 with everyone participating in the meeting.

10. **Moved** by David Smith and seconded by Tom Holtan that the joint meeting of the Sheboygan MPO Technical and Policy Advisory Committees be adjourned. Motion carried, with all voting aye on a voice vote. The meeting adjourned at 2:30 p.m.

Recording secretary,

Jeffrey C. Agee-Aguayo

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