

MINUTES
BAY-LAKE REGIONAL PLANNING COMMISSION
SHEBOYGAN METROPOLITAN AREA
TECHNICAL AND POLICY ADVISORY COMMITTEES

May 24, 2018

Sheboygan County Administration Building (Room 119), Sheboygan

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

Policy Advisory Committee: Bill Blashka for Daniel Hein (Town of Sheboygan)
Matt Halada for Will Dorsey (WisDOT Northeast Region, Green Bay)
Vernon Koch for Tom Wegner (Sheboygan County)
Mayor Mike Vandersteen (City of Sheboygan)

Technical Advisory Committee: Aaron Brault for Greg Schnell (Sheboygan County Transportation Department)
Jim Glavan (Sheboygan County Representative, Eastern Wisconsin Counties Railroad Consortium)
David Smith (Bicycle and Pedestrian Transportation Advocate)
Steve Sokolowski (City of Sheboygan Department of Planning and Development)
Emily Stewart for Aaron Brault (Sheboygan County Planning and Conservation Department)

MEMBERS EXCUSED: Jerry Benzschawel (City of Sheboygan Falls Department of Public Works)
David Biebel (City of Sheboygan Department of Public Works)
Brett Edgerle (Village of Kohler)
Derek Muench (Shoreline Metro)
Diane Paoni (WisDOT Bureau of Planning and Economic Development, Madison)
Ryan Sazama (City of Sheboygan Department of Public Works)

OTHERS PRESENT: None

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

1. The meeting was called to order at 1:03 p.m. by Policy Advisory Committee Chairperson Steven Bauer.

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

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

2. **Moved** by Matt Halada and seconded by Bill Blashka that both committees approve the agenda for the May 24, 2018, joint Technical Advisory Committee/Policy Advisory Committee meeting. Motion carried, with all voting aye on a voice vote.

3. **Moved** by Bill Blashka and seconded by David Smith that both committees approve the minutes of the April 26, 2018, joint Technical Advisory Committee/Policy Advisory Committee meeting. Motion carried, with all voting aye on a voice vote.

4. Policy Advisory Committee Chairperson Steven Bauer asked if there was any public input. Jeffrey Agee-Aguayo explained the roles of the MPO advisory committees to the two new members (Vernon Koch and Jim Glavan), and noted that he might present an informational piece on the MPO transportation planning process at a future meeting for the benefit of the new members and as a refresher for continuing members. No additional public input was received.

5. Members of both committees reviewed and recommended approval of minor amendments to the *Sheboygan Metropolitan Planning Area Transportation Improvement Program (TIP): Calendar Years 2018 – 2021* to the Bay-Lake Regional Planning Commission, including addition of a Wisconsin Employment Transportation Assistance Program (WETAP) Congestion Mitigation and Air Quality (CMAQ) project to the TIP (new Table 4a), as well as changes to the street and highway component of the TIP (Table 6).

A. Jeffrey Agee-Aguayo distributed (as needed) and reviewed Table 4a (Calendar Years 2018 – 2021: WETAP Projects) with members of both committees in attendance. With this project, Forward Service Corporation is proposing to use WETAP funds to help low income workers with rides via carpool. Approximately 120 one-way rides will be provided via carpool, which will serve approximately 27 participants. This program will cover Sheboygan and Manitowoc counties, and will begin to enter the Kewaunee County employment market. The CMAQ program will provide the federal funding for this program (80 percent), with Forward Service Corporation providing the local share (20 percent). This program would cover calendar years 2018 and 2019.

Jeffrey Agee-Aguayo discussed the events that led to the addition of this project to the *2018 – 2021 TIP*. Essentially, there were some projects that were awarded CMAQ funding in a previous cycle that were never built, so this funding is being reused for the WETAP project. Similar employment transportation projects are also being awarded CMAQ funding in Door, Kenosha and Milwaukee counties. This project is not utilizing CMAQ funds from the cycle in which applications were received in 2017.

B. Jeffrey Agee-Aguayo distributed (as needed) and reviewed changes made to Table 6 (Street and Highway Improvement Projects) with members of both committees in attendance. The following changes were made to Table 6:

- Luelloff Road: Seven Mile Creek Bridge: Bridge Replacement in 2019 (TIP ID No.: 372-16-009): Federal Surface Transportation Block Grant (STBG) funding decreased by \$5,000, while the local share increased by \$6,000, and the total project cost increased by \$1,000.
- Pennsylvania Avenue: Sheboygan River Bridge: Bridge Rehabilitation in 2019 (TIP ID No.: 372-16-011): Federal STBG funding decreased by \$5,000, while the local share increased by \$5,000, with no change to the total project cost.
- County Highway O: Sheboygan River Tributary Bridge: Bridge Replacement in 2019 (TIP ID No.: 372-16-010): Federal STBG funding decreased by \$7,000, while the local share increased by \$7,000, with no change to the total project cost.

Jeffrey Agee-Aguayo noted that total highway preservation project funding increased by \$1,000 in Table 6. Jeffrey Agee-Aguayo also commented that these changes to Table 6 were received from the WisDOT Northeast Region staff.

Jeffrey Agee-Aguayo distributed (as needed) and briefly reviewed the revised financial plan for the 2018 – 2021 TIP (as amended) with members of both committees in attendance. Jeffrey Agee-Aguayo noted cells shaded in gray in Table 7 (Programmed and Available Federal Funding for the 2018 – 2021 TIP (As Amended)) that changed since the previous TIP amendment was approved in April 2018. Jeffrey Agee-Aguayo also noted that CMAQ funding would be available to fund the Forward Service Corporation's WETAP funded carpool activities in Sheboygan County in 2018 and 2019 on page 3 of the revised financial plan.

There were no questions or comments from members of either committee regarding the minor amendments to the *Sheboygan Metropolitan Planning Area TIP: Calendar Years 2018 – 2021*.

Moved by Steve Sokolowski and seconded by David Smith that both committees recommend approval of the minor amendments to the *Sheboygan Metropolitan Planning Area Transportation Improvement Program (TIP): Calendar Years 2018 – 2021* (including addition of a WETAP CMAQ project to the TIP, as well as changes to the street and highway component of the TIP) to the Bay-Lake Regional Planning Commission. Motion carried, with all voting aye on a voice vote.

6. Jeffrey Agee-Aguayo gave an update on preparation of the Update to the *Year 2045 Sheboygan Area Transportation Plan (SATP)* to members of both committees in attendance. Jeffrey Agee-Aguayo started this review by distributing a revised copy of the plan outline to everyone in attendance; only one small change was made to this outline since January, and the current date was placed in the header of the outline.

A. Jeffrey Agee-Aguayo distributed (as needed) and briefly reviewed the revised draft of Chapter 4 (Mission Statement, Goals and Objectives) in terms of changes made since the last meeting. Specifically, one objective was removed from Goal 1 and was moved to Goal 2 as Objective 2.8 (page 4-3), and Objective 10.5 was added to Goal 10 (page 4-11).

As far as questions and comments on the revised draft of Chapter 4 were concerned, Steve Sokolowski asked what the value of Objective 10.5 was if Spaceport Sheboygan did not physically exist; Jeffrey Agee-Aguayo responded that he recognized that the Spaceport Sheboygan site at South Pier closed, but that the long-range transportation planning process recognizes that a new facility could open in the planning horizon, and that the planning process can support efforts to improve access to it and make the traveling public aware of it once such a facility opens at a different location. David Smith stated that Wisconsin dropped from second or third to 26th in bicycle friendly ratings of the League of American Bicyclists, meaning that the state has a great deal of room for improvement in regard to bicycle-friendly policies across the state. David Smith asked when it was most cost-effective to build overpasses over freeways (when built or after the fact); Matt Halada responded that it is more cost-effective to build overpasses over freeways when the freeways are built, or early in the process, adding that real estate makes after-the-fact construction rather expensive. Steve Sokolowski commented that the City of Sheboygan might start a rent-a-bike program, and suggested the possibility of adding this as a locally-generated objective under one of the bicycle transportation goals toward the end of draft Chapter 4.

B. Jeffrey Agee-Aguayo gave an update on other chapters completed and in progress to members of both committees in attendance.

Jeffrey Agee-Aguayo distributed and briefly reviewed draft Chapter 2 (Metropolitan Transportation Planning Process) with members of both committees in attendance, including Maps 2.1 (Adjusted Sheboygan Urbanized Area) and 2.2 (Sheboygan Metropolitan Planning Area). Aaron Brault had a question regarding what is meant by an “adjusted” urbanized area; Jeffrey Agee-Aguayo responded that when the Bureau of the Census initially produces the urbanized area boundaries following a decennial Census, the boundaries are quite irregular and jagged, so the MPO (working with the advisory committees and with WisDOT) “smooths” the boundaries so that they conform to general urbanized area densities yet are easy to interpret on maps.

Jeffrey Agee-Aguayo distributed and briefly reviewed draft Chapter 3 (Profile of the Metropolitan Planning Area) with members of both committees in attendance, including Map 3.1 (Physical Constraints to Development). Mayor Mike Vandersteen recommended that Figures 3.5 and 3.6 be updated once 2017 housing unit addition data become available.

Jeffrey Agee-Aguayo gave an update on where he was with preparation of draft Chapter 5 (Existing Condition of the Transportation Network), and asked members of both committees to refer to pages 2 through 4 of the plan outline in regard to content in this chapter. Sections of the

bicycle, pedestrian and transit networks have generally been completed, and staff has started the intercity passenger network section of this chapter. Sections that remain to be started include freight and roadway networks. Several maps have also been completed for this chapter, with many other maps remaining to be completed. Jeffrey Agee-Aguayo stated that he would work to get appropriate sections of Chapter 5 to applicable stakeholders on the MPO advisory committees ahead of the meeting in which this chapter is presented for review. There were no questions or comments regarding the update on draft Chapter 5.

7. Matt Halada discussed WisDOT Northeast Region planning activities and construction projects in Sheboygan County with everyone in attendance.

Matt Halada gave a status report on the State Highway 23 “majors” project planned between Plymouth and Fond du Lac (*Note: A copy of the draft “WIS 23 Expansion Project Brief” that was discussed is attached to these minutes*). The limited scope supplemental draft Environmental Impact Statement (EIS) was signed by the Federal Highway Administration (FHWA) Wisconsin Division Administrator on May 18, 2018, and is being released for review the week of May 21 – 25, 2018. The public hearing on this document will be held at UW Fond du Lac the evening of June 19, 2018. The final limited scope supplemental EIS and Record of Decision (ROD) should be published in the fall of 2018. It is hoped that construction can start soon afterwards, with construction in Sheboygan County coming first in 2019. Jim Glavan stated that he hoped that the project gets done this time. Steve Sokolowski and Aaron Brault had questions regarding the project that Matt Halada answered. David Smith asked if there would be any design changes associated with this project; Matt Halada responded that the preferred alternative would still be a 4-lane facility. Matt Halada commented that let savings from other projects are helping to jump start this project.

Matt Halada stated that a road maintenance project on State Highway 23 from Division Road to County Highway P would be coming up in early July. Matt Halada also noted that other projects that will be starting soon include: resurfacing of State Highway 28 between State Highway 57 and Prange Road; installation of cable guard on Interstate Highway 43 between Wilson Lima Road and Fischer Creek Road; a deck overlay and bridge painting on the State Highway 57 bridge over Otter Creek; and the Alliant Energy utility corridor bicycle and pedestrian trail project.

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

Jeffrey Agee-Aguayo stated that the Executive Committee and the Finance and Personnel Committee of the Bay-Lake Regional Planning Commission had a joint meeting on April 27, 2018. Minor amendments to the *Sheboygan Metropolitan Planning Area Transportation Improvement Program (TIP): Calendar Years 2018 – 2021* and Amendment #1 to the 2018 *Sheboygan Metropolitan Planning Area Transportation Planning Work Program* were approved by the Executive Committee at this meeting.

Jeffrey Agee-Aguayo noted that he participated in a quarterly MPO Directors' meeting in Madison on May 3, 2018. Discussion of performance targets were a big part of this meeting, and Jeffrey Agee-Aguayo reminded members of both committees that several performance targets will need to be set for the MPO in the fall (independent MPO targets, support of state targets, or a combination of both).

Jeffrey Agee-Aguayo indicated that he participated in a teleconference with the WDNR Bureau of Air Management, WisDOT, FHWA, USEPA and SEWRPC to discuss updating planning assumptions for future conformity analyses on May 21, 2018.

Jeffrey Agee-Aguayo commented that he sent truck registration data to the Sheboygan County Economic Development Corporation on May 21, 2018.

Finally, Jeffrey Agee-Aguayo stated that he would be participating in the following upcoming meetings:

- Meeting of the full Bay-Lake Regional Commission on June 8th (Approval of the minor amendments to the *Sheboygan Metropolitan Planning Area Transportation Improvement Program (TIP): Calendar Years 2018 – 2021* that were recommended for approval at this meeting).
- Mid-Year MPO Work Program review teleconference with WisDOT and FHWA the week of June 11 – 15 (date and time yet to be determined as of this meeting).
- Second interagency teleconference to discuss updating planning assumptions for future conformity analyses on June 18th.
- State Highway 23 “majors” project limited scope supplemental Environmental Impact Statement (EIS) public hearing on June 19th (6:00 to 8:00 p.m. at UW Fond du Lac).
- FHWA transportation performance management workshop on June 20th in Madison.

8. The next meeting date of the Sheboygan MPO Technical and Policy Advisory Committees was scheduled for **Thursday, June 28, 2018, at 1:00 p.m.**

9. **Moved** by Aaron Brault and seconded by Mayor Mike Vandersteen 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 2:10 p.m.

Recording secretary,

Jeffrey C. Agee-Aguayo



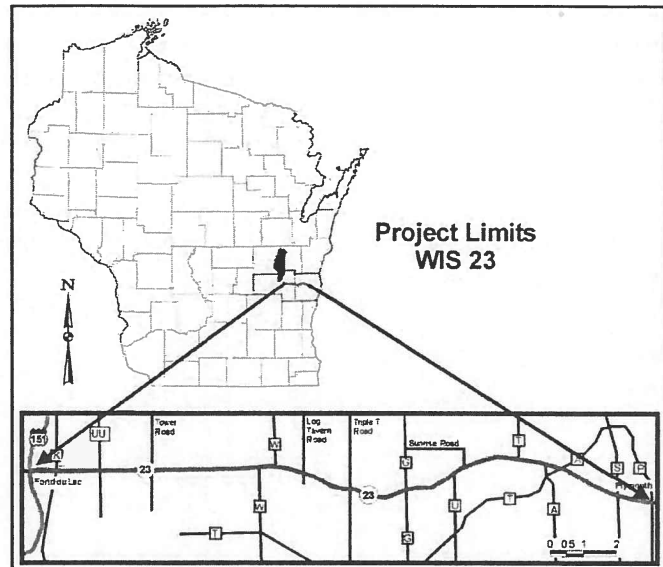
WIS 23 Expansion Project Brief DRAFT

[DTSD – Northeast Region]

May 22, 2018

Overview: The Wisconsin Department of Transportation (WisDOT) is proposing improvements to a 19-mile stretch of WIS 23 from US 151 to County P in Fond du Lac and Sheboygan counties. In this area there are significant safety, access, and operational concerns, including limited opportunities for passing and few climbing lanes. Improvements are being considered to address these concerns. A proposed expansion project, which was halted by a lawsuit in 2015, continues to have a high level of public, and local/state official support.

Status: WisDOT, with the Federal Highway Administration (FHWA), is currently preparing a limited scope supplemental environmental impact statement (LS SEIS) for this project and reviewing alternatives. On May 18, 2018, FHWA signed the draft LS SDEIS. In partnership with WisDOT, FHWA is now preparing the Federal Register posting and document distribution. Beginning the week of May 21, public notices will announce document availability and preferred alternative for comment via a public hearing on June 19 at UW Fond du Lac. This will be followed by preparing a final LS SFEIS and a Record of Decision (ROD) for publication in fall of 2018.



LS SFEIS and ROD: WisDOT and FHWA previously prepared and released an Environmental Impact Statement (EIS) and a Supplement Environmental Impact Statement. The new 2018 LS SEIS reviews certain aspects of the original EIS and evaluates and provides additional analysis on new or changed impacts since the previous EIS. WisDOT will use the new LS SEIS to address a federal court's concerns with the original environmental documents, specifically its traffic forecasting methodology and population projections used in forecasting. The LS SEIS is the final step to releasing a ROD. The ROD is FHWA's way of saying all environmental impacts have been studied and approved, and the project can move to the construction phase.

LS SDEIS Alternatives* (with general purpose and need evaluation):

1. No Build Alternative (do nothing) - Does not meet purpose and need.
2. Passing Lanes Alternative (with and without left turn lanes) - Minimally meets purpose and need.
3. Hybrid Alternative (4 lanes from US 151 to County G/Passing lanes from County G to County P) - Moderately meets purpose and need.
4. 4-lane On-Alignment - Substantially meets purpose and need.

*Each build alternative studied and the selected preferred alternative included Corridor Preservation. The benefit of a corridor preservation study is the communities and land owners can plan and develop in conjunction with the future highway. This planning action designates WIS 23 as an expressway and officially maps right-of-way for potential future overpasses and interchanges if traffic needs require construction of freeway access restrictions.



WIS 23 Expansion Project Brief DRAFT

[DTSD – Northeast Region]

May 22, 2018

Preferred Alternative: During the process of identification of a Preferred Alternative, many factors are considered: How well the alternative addresses the project purpose and need; The magnitude and significance of impacts; Public and stakeholder support. These are summarized below as they pertain to each alternative. The preferred alternative is the 4-lane on-alignment build with Corridor Preservation.

	No Build	Passing Ln	Hybrid	4-lane On-alignment
Purpose and Need Satisfaction				
Number of factors fully or substantially satisfied	0	4-5	3	15
Number of factors moderately satisfied	2	1	10	0
Remaining Impacts ^[1]				
Construction costs	\$4.5	\$45.2M	\$72.7M	\$85.8M
Business and farm relocations still needed	0	0	2	2
Right of Way still needed	0 ac	58 ac	194 ac	197 ac
Wetlands filled	0	29.9 ac	45.9 ac	51.8 ac
Upland/Woodland	0	5 ac	9 ac	38 ac
New stream crossings ^[2]	0	1	3	4
Local governmental support letters ^[3]	0	2	2	8
Public support from Oct 12, 2017 Meeting comments ^[4]	0	24	0	629
^[1] Much of the right of way for the 4-lane On-alignment Alternative, the Preferred Alternative in the 2014 LS SFEIS, has been purchased and buildings razed. This occurred prior to the 2014 ROD being vacated. These represent sunk costs that are not supposed to influence future actions. ^[2] New stream crossings indicate where the Old Plank Trail or a new set of 2-lanes would cross a stream/river. This could be accomplished through bridges or culvert extensions. ^[3] Letters supporting a generic improvement of WIS 23 are attributed to all Build alternatives ^[4] Comments received did not specifically support the Hybrid Alternative.				

Schedule: The following dates show key process milestones.

- August 2017 – WisDOT and FHWA began the LS SDEIS document process.
- Fall 2017 – WisDOT and FHWA hosted a public involvement meeting.
- June 1, 2018 – WIS 23 LS SDEIS Document Availability in Federal Register. WisDOT and FHWA will make the LS SDEIS publicly available for 60-day comment period.
- June 19, 2018 – Public hearing on LS SDEIS and preferred alternative.
- July 31, 2019 – Close of comment period on LS SDEIS.
- Fall 2018 - Determination if LS SFEIS and ROD will be combined document.
- Fall 2018 – WisDOT and FHWA will publish the final LS SFEIS and ROD (same time if combined).
- Construction anticipated immediately following LS SFEIS/ROD.

Project Cost Range: Est. \$150.5 Million (80%-20% federal/state)

- Includes construction cost (\$85.8M), real estate, design and utilities.

Cost to date: For design/construction, maintenance and contract termination due to lawsuit - \$19.5 Million

Federal dollars spent to date: \$8,068,256

-END-