

## CHAPTER 2: METROPOLITAN TRANSPORTATION PLANNING PROCESS

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### PLANNING PROCESS

Metropolitan transportation planning involves a comprehensive and collaborative process that seeks to identify the vision and goals for a metropolitan planning area and its people through early, open and timely public participation. Because of the interrelationships between transportation and community goals (with community goals possibly pertinent to health and safety, mobility and accessibility, and land use), transportation planning requires not only consideration of transportation issues, but also consideration of those issues that can affect (and can be affected by) the transportation system now and in the future.

The metropolitan transportation planning process includes several key elements. The planning process begins with a proactive public participation process where communities and their residents identify their vision, goals and objectives for the metropolitan planning area. The process continued by identifying transportation issues and recommending projects and policies to address those issues. Once the transportation plan is approved, recommendations are implemented through program and project development. Because the transportation planning process is a continuing, cooperative and comprehensive planning process, the process does not end after the plan is completed. Plans may be modified and updated to reflect the results of monitoring, as well as the constantly changing needs of the metropolitan planning area and its people.

Major responsibilities of the transportation planning process in all Metropolitan Planning Organizations (MPOs) include: development and maintenance of a long-range transportation plan; development and updating of transportation improvement programs (TIPs); providing a forum for cooperative transportation planning and decision making; and establishment of a public participation plan for all planning activities. Additional responsibilities of the Sheboygan MPO include (but are not limited to): the formulation of transit development programs; assessing the conformity of the long-range transportation plan and TIPs with the State Implementation Plan for air quality; establishment of a variety of performance targets (in areas such as transit asset management, highway safety, pavement and bridge condition on the Enhanced National Highway System, and emission reductions associated with the Congestion Mitigation and Air Quality (CMAQ) improvement program); and development of work programs on an annual basis.

### FEDERAL REGULATIONS IMPACTING THE TRANSPORTATION PLANNING PROCESS

#### Clean Air Act Amendments of 1990

The Clean Air Act Amendments (CAAA) of 1990 were signed into law on November 15, 1990. Metropolitan Statistical Areas (MSAs), counties or sub-county areas that do not meet the Clean Air Act National Ambient Air Quality Standards (NAAQS) are designated by the U.S. Environmental Protection Agency (USEPA) as nonattainment areas. For Sheboygan County, the CAAA regulations continue to require a reduction of ozone precursors such as volatile organic compounds (VOCs) and nitrogen oxides (NOx). Sheboygan County is subject to transportation

conformity, meaning that emissions projected in transportation plans and transportation improvement programs **must be** less than emission budgets established in the State Implementation Plan (SIP) developed by the Wisconsin Department of Natural Resources (WDNR) Bureau of Air Management and determined to be adequate by the USEPA. The current attainment demonstration SIP for the 2008 8-hour ozone nonattainment area of Sheboygan County does not commit the county to any transportation control measures (TCMs).

On May 21, 2012, USEPA designated Sheboygan County a marginal nonattainment area for ground-level ozone under the 2008 eight-hour standard for that pollutant. The effective date for that designation was July 20, 2012. On December 19, 2016, USEPA “bumped up” Sheboygan County’s nonattainment status from “marginal” to “moderate” for failing to come into attainment of the 2008 eight-hour standard by July 20, 2016.

In 2014, the WDNR Bureau of Air Management prepared a SIP element applicable to Sheboygan County. This document was titled *The State of Wisconsin’s 2015 Transportation Conformity Budgets for the Kenosha and Sheboygan County 2008 8-Hour Ozone Nonattainment Areas: A CAA-required State Implementation Plan addressing the 2008 8-Hour Ozone National Ambient Air Quality Standard*. A public hearing on this SIP element was held in December 2014, and the public comment period on this SIP element ran through mid-January of 2015. This SIP element was submitted to USEPA for adequacy review in early 2015, and the conformity budgets in this SIP element were determined to be adequate in April of 2015. The conformity analysis in the original *Year 2045 Sheboygan Area Transportation Plan (SATP)* approved in May 2015 (and in TIPs approved since that time) have compared forecast emissions from plan implementation to the emission budgets in this particular SIP element.

On September 25, 2017, the WDNR Bureau of Air Management submitted a SIP element applicable to Sheboygan County to USEPA. This document was titled the *Attainment Plan for the Sheboygan County, Wisconsin, 2008 8-Hour Ozone Nonattainment Area*. A public hearing on this SIP element was held in July 2017, and the public comment period on this SIP element ran through late July of 2017. USEPA reviewed the adequacy of the conformity budgets in this SIP element in late 2017 and early January of 2018, and the conformity budgets in this SIP element were determined to be adequate in a letter dated January 17, 2018. The conformity analysis in this Update to the *Year 2045 SATP* (and in subsequent TIPs) will compare forecast emissions from plan implementation to the new emission budgets in this updated SIP element.

In late 2014, USEPA proposed a revision to the NAAQS for ozone. This proposal was published in the December 17, 2014, *Federal Register*. The WDNR submitted comments on the proposal to USEPA in a letter dated March 17, 2015. On September 21, 2016, Governor Walker submitted a letter to the USEPA Administrator recommending that all Wisconsin counties be classified as attainment areas under the 2015 NAAQS for ozone; supplemental information in support of this recommendation was submitted in April of 2017. On December 20, 2017, the USEPA Region 5 Administrator submitted a letter to Governor Walker preliminarily recommending that certain portions of Wisconsin adjacent to Lake Michigan be designated as nonattainment areas for the 2015 ozone NAAQS, with one of these being a portion of Sheboygan County adjacent to Lake Michigan. The USEPA letter invited the WDNR to submit supplemental information by the end of February 2018, stated that a 30-day public comment period would be announced in the *Federal Register* in the near future (this comment period ran from January 5, 2018, through February 5, 2018), and indicated that designations would be

Update to the *Year 2045 Sheboygan Area Transportation Plan*

finalized in the spring of 2018.

Recognizing that ozone concentrations are a problem that primarily impacts the Lake Michigan shoreline, the WDNR Bureau of Air Management worked with local officials and with the USEPA to attempt to decrease the size of the nonattainment area from the entire county to eastern Sheboygan County. On June 27, 2013, the WDNR asked USEPA Region 5 to adjust the Sheboygan County nonattainment boundary to a narrow strip of land adjacent to Lake Michigan. The WDNR supplemented this boundary refinement request with technical information on January 22, 2014. *The State of Wisconsin's 2015 Transportation Conformity Budgets for the Kenosha and Sheboygan County 2008 8-Hour Ozone Nonattainment Areas* included smaller emission budgets for a proposed smaller nonattainment area in eastern Sheboygan County in the event that such a redesignation were to take place; while the recently submitted *Attainment Plan for the Sheboygan County, Wisconsin, 2008 8-Hour Ozone Nonattainment Area* does not have similar smaller emission budgets, the modeling framework is in place to establish such budgets in the event that the nonattainment area is decreased in size. The WDNR Bureau of Air Management has also placed an air monitor between Sheboygan and Howards Grove to attempt to measure the effect that proximity to Lake Michigan has on ozone levels in warm weather; this effort appears to have convinced USEPA to propose a smaller nonattainment area, at least in terms of the 2015 ozone NAAQS.

#### **Americans with Disabilities Act (ADA) of 1990**

The Americans with Disabilities Act (ADA) was signed into law on July 26, 1990. The Bay-Lake Regional Planning Commission submitted annual ADA Paratransit Plan updates to the Federal Transit Administration (FTA) on behalf of the Sheboygan Parking and Transit Utility (now known as Shoreline Metro) each January from 1992 through 1997. The Sheboygan Parking and Transit Utility was found compliant with the paratransit service provisions of the ADA in 1997, and therefore no longer needed to submit ADA paratransit plans to the FTA. However, coordination between staff from the MPO, the Sheboygan Parking and Transit Utility/Shoreline Metro (and its Metro Connection service, which provides the ADA paratransit service as well as other paratransit services in Sheboygan County), and the Sheboygan County Health and Human Services Department (and its Aging and Disability Resource Center) continues to occur. This coordination has been most evident since 2006 in the development and amendment of Coordinated Public Transit – Human Services Transportation Plans for Sheboygan County, a federal requirement in addition to the ADA; such plans were developed in 2006, 2008, 2012 and 2016, and are amended periodically as needed.

The 1990 ADA requires Shoreline Metro to provide complementary paratransit service to the disabled deemed eligible for such service, for trip origins and destinations within three-fourths of one mile of any fixed route of Shoreline Metro. In addition to the complementary paratransit service, newly acquired or substantially rehabilitated fixed-route vehicles must include lifts for disabled passengers.

#### **Environmental Justice**

**Executive Order 12898 – Federal Actions to Address Environmental Justice in Minority Populations and Low Income Populations** was issued in 1994. This Executive Order was issued in response to public concerns that certain populations were bearing a large part of the adverse impacts associated with government actions; among cases cited were some associated

with transportation, such as freeway building. Each Federal agency, including the U.S. Department of Transportation (USDOT), was directed to make environmental justice a part of its mission. In an effort to implement Executive Order 12898, the USDOT issued **DOT Order to Address Environmental Justice in Minority Populations and Low Income Populations** in 1997.

According to the USDOT, there are three fundamental principles at the core of environmental justice: (1) to avoid, minimize or mitigate disproportionately high and adverse human health and environmental effects, including social and economic effects, on minority populations and on low-income populations; (2) to ensure the full and fair participation by all potentially affected communities in the transportation decision making process; and (3) to prevent the denial of, reduction in, or significant delay in the receipt of benefits by minority and low income populations. All transportation plans and TIPs will be analyzed for compliance with this directive as long as it is in effect, and the public participation plan for the MPO is kept updated to comply with this directive.

Some of the population groups emphasized in environmental justice efforts in Executive Order 12898 include the following:

### **Minority Populations**

Minority populations are defined as African American, Hispanic, Asian American, Native American and Alaska Native, Native Hawaiian or Other Pacific Islander, persons of “some other race” (non-white), and persons of two or more races. Although the ten communities within the metropolitan planning area have an overall fairly low percentage of minorities **according to the 2012 – 2016 American Community Survey (ACS) 5-Year Estimates** (nearly 18.0 percent of the population), minority populations were often concentrated in a few census block groups in the City of Sheboygan (especially, in many cases, in census block groups surrounding the central business district), and therefore may be subject to disproportionate impacts by certain transportation projects.

### **Low Income Populations**

A low income person (as defined by the USDOT in 1997) is a person whose household income is at or below the poverty guidelines established by the U.S. Department of Health and Human Services.

In addition, the USDOT order implementing Executive Order 12898 added the following population groups to be considered in the transportation planning process:

### **Limited English Proficiency (LEP)**

Simply identifying the locations of minority populations is not sufficient if persons within those groups cannot participate in the planning process because of a language barrier. For this reason, **Executive Order 13166: Improving Access to Services for Persons with Limited English Proficiency** was issued in August of 2000. This Executive Order requires that any agency that receives Federal funds establish a means of including LEP persons in their activities, and is applicable to this MPO planning process.

The **2012 – 2016 ACS 5-Year Estimates** (Table B16004: Age by Language Spoken at Home by Ability to Speak English for the Population 5 Years and Over) estimated that just over **5.1** percent of the total population of the communities wholly or partially in the Sheboygan

Update to the *Year 2045 Sheboygan Area Transportation Plan*

Metropolitan Planning Area was LEP; nearly 2.1 percent of the population involved Spanish speaking LEP persons; over 2.4 percent of the population involved Asian and Pacific Island speaking LEP persons; less than 0.6 percent of the population involved other Indo-European (non-Spanish) speaking LEP persons; and less than 0.1 percent of the population involved LEP persons who speak all other languages. LEP persons are defined as individuals who speak a language other than English at home who speak English less than “very well” (the other responses to this question in the 2012 – 2016 ACS were “well,” “not well,” and “not at all”). Again, LEP populations tended to be concentrated in a few census block groups in the City of Sheboygan (especially, in many cases, in census block groups surrounding the central business district).

### **Elderly and Developmentally and Physically Challenged Populations**

With an aging population, two major medical facilities, numerous clinics and various elderly and/or disability-specific housing facilities (these include market rate senior apartment complexes), an analysis of transportation impacts in the metropolitan planning area would not be complete without explicitly considering other disadvantaged groups living in the area and including them in the public participation process. Many of the residents and users of these facilities have special transportation needs that require access to transit, paratransit and to other mobility services.

### **Moving Ahead for Progress in the 21st Century Act (MAP-21)**

The “Moving Ahead for Progress in the 21<sup>st</sup> Century” Act (MAP-21) was signed into law on July 6, 2012. MAP-21 was a two-year, \$105 billion surface transportation authorization. MAP-21 reauthorized the Federal-aid highway, highway safety and transit programs that were last authorized in the “Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users” (SAFETEA-LU). Programs and funding levels under SAFETEA-LU continued through September 30, 2012, while programs and funding levels under MAP-21 began on October 1, 2012, officially continued through September 30, 2014, and were extended five times until succeeding surface transportation authorization legislation was approved in late 2015. MAP-21 also extended the Highway Trust Fund and associated tax collections through September 30, 2016.

MAP-21 did not significantly change the eight metropolitan planning factors that existed under SAFETEA-LU or the process of administering federal planning funds to MPOs.

According to the Federal Highway Administration, several modifications to the metropolitan transportation planning process were made in MAP-21, as follows:

- Performance-based planning:
  - MPOs will be required to establish and use a performance-based approach to transportation decision making and development of transportation plans.
  - Each MPO will establish performance targets that address the MAP-21 surface transportation performance measures.
  - The performance targets selected by an MPO will be coordinated with the relevant State to ensure consistency to the maximum extent practicable.
  - Performance targets selected by an MPO will be coordinated with public

transportation providers, to the maximum extent practicable, to ensure consistency with Sections 5326(c) and 5329(d) of Title 49.

- MPOs are required to integrate into the metropolitan transportation planning process other performance-based transportation plans or processes.
- The MPOs will establish performance targets not later than 180 days after the date that the relevant State or public transportation provider establishes performance targets.
- Within two years of enactment of MAP-21, the structure of all MPOs will be required to include officials of public agencies that administer or operate public transportation systems.
- Long-Range Transportation Plan
  - The long-range transportation plan will include a description of the performance measures and performance targets used in assessing the performance of the transportation system.
  - The long-range transportation plan will also include a system performance report and subsequent updates evaluating the condition and performance of the transportation system with respect to the established performance targets.
  - MPOs have the option of developing multiple scenarios for consideration during the development of the long-range transportation plan.
- Transportation Improvement Program (TIP)
  - The TIP will include, to the maximum extent practicable, a description of the anticipated effect of the TIP toward achieving the performance targets established in the long-range transportation plan, linking investment priorities to those performance targets.

The MPO has been working with WisDOT and Shoreline Metro to set various performance targets in 2017 and 2018. Transit Asset Management (TAM) performance targets were established in mid-2017, and the MPO approved a resolution in support of WisDOT's safety performance targets in late 2017. Performance targets in the areas of pavement and bridge condition (on the National Highway System in the metropolitan planning area) and emission reductions associated with Congestion Mitigation and Air Quality (CMAQ) projects are expected to be set in 2018. The TIP will be amended to include a report on performance targets by late May of 2018, and the cooperative agreement regarding metropolitan transportation planning between the MPO, Shoreline Metro and WisDOT is also expected to be amended to account for establishment of and reporting on progress made in achieving performance targets by late May of 2018. This Update to the *Year 2045 SATP* will include a report on performance indicators in response to this requirement in MAP-21.

### **Fixing America's Surface Transportation (FAST) Act**

The FAST Act was signed into law on December 4, 2015, and was "the first federal law in over a decade to provide long-term funding certainty for surface transportation infrastructure planning and investment." The FAST Act authorized "\$305 billion over fiscal years 2016 through 2020

Update to the *Year 2045 Sheboygan Area Transportation Plan*

for highway, highway and motor vehicle safety, public transportation, motor carrier safety, hazardous materials safety, rail, and research, technology and statistics programs.”

The FAST Act continues all of the metropolitan planning requirements that were in effect under MAP-21. Some of the unique metropolitan transportation features of the FAST Act are include the following:

- The FAST Act continues to require long-range transportation plans and TIPs to provide for facilities that enable an intermodal transportation system, including pedestrian and bicycle facilities. It adds other facilities that support intercity transportation, including intercity buses, intercity bus facilities, and commuter vanpool providers. The FAST Act also requires that the long-range transportation plan include identification of public transportation facilities and intercity bus facilities.
- The FAST Act clarifies that MPO representation is selected by an MPO according to its bylaws and enabling statute. The FAST Act also changes the selection criteria for MPO officials to: (1) grant a representative of a transit provider authority equal to that of other MPO officials; and (2) allow a representative of a transit provider to also represent a local community.
- The FAST Act continues to encourage MPOs to consult with officials responsible for other types of planning activities. The FAST Act adds to the list of such activities tourism and the reduction of risk of natural disasters.
- The FAST Act expands the scope of consideration of the metropolitan planning process to include: (1) improving transportation system resiliency and reliability; (2) reducing (or mitigating) the stormwater impacts of surface transportation; and (3) enhancing travel and tourism.
- The FAST Act continues to require a long-range transportation plan to include strategies to meet current and projected transportation infrastructure needs.
- The FAST Act expands the focus on the resiliency of the transportation system as well as activities to reduce stormwater runoff from transportation infrastructure. In addition, the FAST Act requires new strategies to reduce the vulnerability of existing transportation infrastructure to natural disasters.
- The FAST Act continues to require a long-range transportation plan to include transportation and transit enhancement activities. When proposing these activities, the long-range transportation plan must now include: (1) consideration of the role that intercity buses may play in reducing congestion, pollution, and energy consumption in a cost-effective manner; and (2) strategies and investments that preserve and enhance intercity bus systems (including those that are privately owned and operated).
- The FAST Act explicitly adds public ports and certain private providers of transportation, including intercity bus operators and employer-based commuting programs, to the list of interested parties that an MPO must provide with reasonable opportunity to comment on the long-range transportation plan.

There are additional new metropolitan transportation provisions in the FAST Act, but these do not apply to the Sheboygan Metropolitan Planning Area.

Update to the *Year 2045 Sheboygan Area Transportation Plan*

The FAST Act updated the planning factors that are to be considered by MPOs when developing transportation plans and programs. The ten (10) metropolitan planning factors in effect after passage of the FAST Act are as follows (Note: The first eight factors were in effect prior to the FAST Act, while the last two factors were added in the FAST Act):

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.

### **SHEBOYGAN METROPOLITAN PLANNING ORGANIZATION (MPO)**

The Bay-Lake Regional Planning Commission was designated the Metropolitan Planning Organization (MPO) for the Sheboygan, Wisconsin, urbanized area in 1982. The Bay-Lake Regional Planning Commission was designated the MPO after results of the 1980 U.S. Census determined that the population of the Sheboygan urbanized area exceeded 50,000 people. Pursuant to the Federal Surface Transportation Assistance Act of 1973, all urbanized areas with populations greater than 50,000 are required to have an MPO to carry out transportation planning functions.

All transportation planning activities conducted by the MPO are reviewed by technical and policy advisory committees (Appendix H):

- The MPO Technical Advisory Committee is comprised of transportation and planning staff at the municipal, county, state and federal levels of government; private sector providers of mass transportation; individuals representing airport, bicycling, pedestrian and rail modal interests; and individuals with air quality, water quality, highway safety and land use planning perspectives.
- The MPO Policy Advisory Committee is comprised of one elected executive (or their alternate) from each unit of government in the study area, as well as officials from the Wisconsin Department of Transportation Northeast Region office and the Sheboygan Transit Commission.

Once the MPO Technical and Policy Advisory Committees (which usually meet jointly)

Update to the *Year 2045 Sheboygan Area Transportation Plan*

recommend approval of a planning document to the Bay-Lake Regional Planning Commission, the Bay-Lake Regional Planning Commission takes final action on the document as the MPO for the Sheboygan urbanized area.

### **MPO ANNUAL CERTIFICATION**

According to 23 CFR 450.334, “The State and the MPO shall annually certify to the FHWA (Federal Highway Administration) and the FTA (Federal Transit Administration) that the planning process is addressing the major issues facing the area, and is being conducted in accordance with all applicable requirements.” Pursuant to U.S. Department of Transportation regulations, the Bay-Lake Regional Planning Commission, **as a smaller MPO under 200,000 population**, is allowed to self-certify at the time of submittal of the MPO Work Program and the Transportation Improvement Program (TIP). The Bay-Lake Regional Planning Commission, as the MPO, certifies that the metropolitan transportation planning process is addressing major issues facing the metropolitan planning area, and is being conducted in accordance with the 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.

### **SHEBOYGAN URBANIZED AREA**

Within the metropolitan planning area lies the Sheboygan, Wisconsin, urbanized area, as designated by the U.S. Bureau of the Census. An “urbanized area” involves “contiguous census block groups with a population density of at least 1,000 per square mile, with any census block groups around this core having a population density of 500 per square mile,” and with a total population greater than 50,000. The U.S. Bureau of the Census applies other criteria related to Update to the *Year 2045 Sheboygan Area Transportation Plan*

place and density in determining the exact delineations of the urbanized area. After the U.S. Bureau of the Census has delineated the urbanized areas, the Wisconsin Department of Transportation (in cooperation with the affected MPOs) adjusts the urbanized area boundaries outward to follow logical planning boundaries. The MPO then approves the “adjusted urbanized area boundary” as the official urbanized area boundary. The adjusted urbanized area should “encompass areas outside of municipal boundaries that have urban characteristics with residential, commercial, industrial or national defense land uses that are consistent with or related to the development patterns within the boundary.” The adjusted urbanized area should also “encompass all large traffic generators (such as industrial parks) that are within a reasonable distance from the urbanized area. This would include transportation terminals (such as airports) and their access roads.”

The adjusted Sheboygan urbanized area, shown in Map 2.1, includes the Cities of Sheboygan and Sheboygan Falls, the Villages of Howards Grove and Kohler, all of the Town of Sheboygan, a significant portion of the Town of Wilson, and small portions of the Towns of Herman, Lima, Mosel and Sheboygan Falls. The adjusted Sheboygan urbanized area was developed in cooperation with members of the MPO Technical and Policy Advisory Committees in the summer of 2012 and in January of 2013, and was recommended for approval by the MPO advisory committees in February of 2013. The Bay-Lake Regional Planning Commission approved the adjusted urbanized area boundaries in March of 2013. The adjusted Sheboygan urbanized area boundaries are used in the administration of the Surface Transportation **Block Grant (STBG)** Urban program.

In 2000, the adjusted Sheboygan urbanized area was 47.11 square miles. By 2010, the adjusted Sheboygan urbanized area had expanded by nearly 4.8 percent to 49.35 square miles. Between 2000 and 2010, the adjusted urbanized area expanded to include additional portions of the City of Sheboygan Falls, the Village of Howards Grove, and the Towns of Mosel and Wilson, but also contracted to exclude a portion of the Town of Sheboygan Falls.

## **SHEBOYGAN METROPOLITAN PLANNING AREA**

The Sheboygan Metropolitan Planning Area, shown in Map 2.2, is comprised of the Cities of Sheboygan and Sheboygan Falls, the Villages of Howards Grove and Kohler, all of the Town of Sheboygan, and significant portions of the Towns of Herman, Lima, Mosel, Sheboygan Falls and Wilson. The Sheboygan metropolitan planning area was developed in cooperation with members of the MPO Technical and Policy Advisory Committees in the summer of 2012 and in January of 2013, and was recommended for approval by the MPO advisory committees in February of 2013. The Bay-Lake Regional Planning Commission approved the Sheboygan metropolitan planning area boundaries in March of 2013.

The metropolitan planning area covers just over 108 square miles, or just over 21 percent of Sheboygan County’s 513.7 square miles. The metropolitan planning area did not change in size from 2000 to 2010. The metropolitan planning area is the area beyond the adjusted urbanized area that is “likely to become urbanized within the next 20 years.”

It should be noted that the Sheboygan metropolitan planning area boundaries serve as the jurisdiction covered by this Update to the *Year 2045 SATP*. However, all of Sheboygan County has been included in the development of the travel demand forecast model; this was done to make air quality conformity analyses easier to perform. The Sheboygan County component of

Update to the *Year 2045 Sheboygan Area Transportation Plan*

the WisDOT Northeast Region multicounty travel demand forecast model was used to develop this long-range transportation plan, and was also used to assess the conformity of the long-range transportation plan and the **2019 – 2022 TIP**.

### **SHEBOYGAN MPO FUNCTIONS**

As the federally mandated agency for ensuring a continuing, cooperative and comprehensive planning process, the Bay-Lake Regional Planning Commission plays a significant role in the coordination of transportation activities and in the programming of transportation-related funds in the Sheboygan metropolitan planning area. The Bay-Lake Regional Planning Commission has four essential functions as the MPO for the Sheboygan metropolitan planning area:

- To establish a neutral setting for regional cooperation and decision making;
- To evaluate transportation alternatives (as outlined in the Transportation Planning Work Program) that are relevant to the area;
- To develop and update a long-range transportation plan with a minimum 20-year planning horizon; and
- To develop and periodically amend a short-range (four year) Transportation Improvement Program (TIP) that conforms to the transportation plan.

The Bay-Lake Regional Planning Commission also has a fifth function that integrates public involvement into the decision making processes of the four essential functions. The Bay-Lake Regional Planning Commission has developed a separate document, the **2016 MPO Public Participation Plan Update**, which specifically addresses public participation activities and stakeholders.

### **Transportation Planning Work Program**

The Transportation Planning Work Program lists transportation studies and activities to be conducted by the Bay-Lake Regional Planning Commission staff and/or contracted entities over a one-year period. The funding sources, the responsible entities for each study or activity, and the relative timeframe for each study or activity are identified and illustrated in a schedule of activities. The Transportation Planning Work Program is revised and updated annually.

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

The *Sheboygan Metropolitan Planning Area TIP* is a short-range (four year) program that allocates transportation funds among the region's priority projects. The project listing illustrates projects that are fiscally constrained, which means that the projects can reasonably expect to be funded within the time allotted for implementation. **Illustrative projects** can also be included for prospective projects in the TIP; these projects have yet to have their costs determined and/or have yet to obtain available funding. Inclusion of illustrative projects in the TIP can help to reaffirm the area's transportation priorities, and can help to facilitate funding and implementation once funding becomes available. Funding sources for projects in the TIP are typically broken down as Federal, State and local sources.

Although the TIP is a four year program, it is updated or amended every year (if not more frequently), and is subsequently incorporated into the Wisconsin Statewide Transportation Improvement Program (STIP).

### **Transportation Plan**

As required by Title 23 of the Code of Federal Regulations Part 450 (23 CFR 450.322), “the transportation plan shall include both long-range and short-range strategies/actions that lead to the development of an integrated multimodal transportation system to facilitate the safe and efficient movement of people and goods in addressing current and future transportation demand.” The long-range component of the plan is to estimate transportation needs 20 or more years into the future. In order to adequately address estimated needs, the transportation plan is required by the FAST Act to address ten (10) metropolitan planning factors, which were previously identified in the discussion regarding the FAST Act (pages 2-7 and 2-8).

Both the transportation plan and the TIP must be fiscally constrained documents. However, the transportation plan and the TIP may contain “illustrative” or “visionary” projects that fulfill the long-term goals and objectives of the region whose costs and funding sources have yet to be determined.

### **Public Participation Plan**

As required by Title 23 of the Code of Federal Regulations Part 450 (23 CFR 450.316), “the MPO shall develop and use a documented participation plan that defines a process for providing citizens, affected public agencies, representatives of public transportation employees, freight shippers, providers of freight transportation services, private providers of transportation, representatives of users of public transportation, representatives of users of pedestrian walkways and bicycle transportation facilities, representatives of the disabled, and other interested parties with reasonable opportunities to be involved in the metropolitan transportation planning process.” Under the FAST Act, this list expanded to include public ports, tourism agencies and natural disaster risk reduction agencies, and reinforced the inclusion of private providers of transportation. A vital aspect of this process is what has been termed “environmental justice.” A full discussion of environmental justice and the MPO public participation process can be read in the 2016 Sheboygan MPO Public Participation Plan Update approved in December 2016 by the Bay-Lake Regional Planning Commission, which is available at the Commission office or online on the Commission’s website (<http://baylakerpc.org/sheboygan-mpo/sheboygan-mpo-public-participation-plan>). This plan was developed in order to comply with provisions of MAP-21 and the FAST Act.

### **Annual Listing of Obligated Projects**

Federal law requires MPOs to publish an annual listing of obligated projects from the previous calendar year. The Sheboygan MPO places this listing on its website by March 31 each year. The information in this listing is typically supplied to the Sheboygan MPO staff by Federal Highway Administration Wisconsin Division staff, as well as by Federal Transit Administration Region 5 staff, with editing of the list in consultation with WisDOT and local officials.

### **Setting of Performance Targets**

As was discussed in the section regarding MAP-21 (pages 2-5 and 2-6), the setting of performance targets has become an important part of the metropolitan transportation planning process. MPOs have the choice of either setting their own performance targets or agreeing to support their state’s targets (or a combination thereof). Thus far, the Sheboygan MPO worked with the local transit operator (Shoreline Metro) to set Transit Asset Management (TAM) performance targets for the transit operation and for the MPO, and, after several months of study,

Update to the Year 2045 Sheboygan Area Transportation Plan

agreed to support WisDOT's statewide targets regarding the Highway Safety Improvement Program (HSIP). Upcoming performance targets will be set in the areas of pavement and bridge condition on the National Highway System (NHS), as well as emission reductions associated with the Congestion Mitigation and Air Quality (CMAQ) improvement program.

There will eventually be reports regarding whether the performance targets were achieved; while there are no direct consequences if a small MPO does not achieve these targets, consequences for large MPOs are addressed in the certification review process, and consequences for states can result in redirection of Federal funds to programs that focus on achieving the target in question. In addition, the long-range transportation plan and TIP need to include discussion regarding how the performance targets are used for project selection purposes.

### **Other Planning Efforts**

Other planning studies are conducted by MPO staff, but are not statutorily required components of the MPO program. Examples of these studies include Transit Development Programs (TDPs), subarea transportation plans, and freestanding bicycle and pedestrian transportation plans.

### **COORDINATION AND CONSISTENCY WITH THE STATE**

Pursuant to various sections of Title 23 of the Code of Federal Regulations Part 450 (23 CFR 450.322, 450.324, and other sections), MPOs are required to consult with the State to assure the preparation of integrated plans and TIPs. In this case, the Sheboygan MPO must coordinate with the Wisconsin Department of Transportation (WisDOT).

The following state transportation plans and programs have either been completed or are under development by WisDOT staff:

### **Connections 2030**

*Connections 2030* is the state's long-range transportation plan, which has a horizon year of 2030. *Connections 2030* addresses all modes of transportation over a 20-year planning horizon – highways, local roads, air, water, rail, bicycle, pedestrian and transit – and ways to make the individual modes work better as an integrated transportation system.

*Connections 2030* differs from WisDOT's previous mode-based planning efforts in that its policies are organized according to seven themes:

- Preserve and maintain Wisconsin's transportation system;
- Promote transportation safety;
- Promote transportation security;
- Foster Wisconsin's economic growth;
- Provide mobility and transportation choice;
- Promote transportation efficiencies; and
- Preserve Wisconsin's quality of life.

*Connections 2030* is a policy-based plan. The plan defines 37 policies that have been organized under their primary theme chapter. The policies address specific issues and areas of activity either underway or proposed to be undertaken during the life of the plan. The policy

recommendations include a series of action steps to be accomplished in the short-term (through 2013), mid-term (2014 through 2019), and long-term (2020 through 2030) future.

*Connections 2030* emphasizes improving the link between statewide policies and implementation activities occurring at the WisDOT Region or corridor level. As part of this planning effort, WisDOT “adopted a corridor management approach.” WisDOT defines “corridor management” as being “a coordinated transportation planning, project development and facility operations approach that enables consideration of the transportation system from a state and ‘corridor’ – regional or local – perspective.” As part of its planning process, WisDOT identified 37 “system-level priority corridors.” Several maps illustrate “how the plan might be implemented during the next 20 years.”

*Connections 2030* was adopted by the WisDOT Secretary in October 2009 following an extensive public involvement process.

WisDOT also provides facility development and policy guidance in modal plans. The following modal plans (some of which have likely been superseded by *Connections 2030*) have been completed by WisDOT:

#### **Wisconsin State Airport System Plan 2030**

The *Wisconsin State Airport System Plan 2030* is the statewide long-range airport transportation plan. This plan “identifies a system of 98 public-use airports adequate to meet different aviation needs in all parts of the state, and is a guide for federal and state investment decisions. The identification of potential projects in this plan is not a commitment for federal or state project funding, nor does it provide project justification. Prior to project implementation, all projects must be justified through the local master planning and environmental process and approved by WisDOT and the Federal Aviation Administration (FAA), when appropriate. The plan includes a statewide vision for aviation, an overview and analysis of the state’s system of airports, a System-Plan Environmental Evaluation (SEE), and an environmental justice analysis.” WisDOT officially adopted the *Wisconsin State Airport System Plan 2030* in February 2015.

#### **Wisconsin Bicycle Transportation Plan 2020**

“The development of WisDOT’s statewide long-range bicycle transportation plan, the *Wisconsin Bicycle Transportation Plan 2020*, involved many people, including an advisory committee. The plan is intended to help both communities and individuals in developing bicycle-friendly facilities throughout Wisconsin.” This plan established goals, objectives and policies regarding the provision of bicycle accommodations that are realistic and can be implemented. Plan components pertinent to bicycling included: current conditions; benefits and impacts; an intercity element; an urban/suburban element; safety (education and enforcement); and implementation.

#### **Wisconsin Pedestrian Policy Plan 2020**

“WisDOT developed the *Wisconsin Pedestrian Policy Plan 2020* to provide a long-range vision addressing Wisconsin’s pedestrian needs.” This plan “provides a basic description of existing and emerging pedestrian needs through 2020, with a set of recommendations to meet those needs.” WisDOT’s efforts “ensure that this plan complements both existing and future long-range transportation plans.” The plan established goals, objectives and actions regarding the provision of pedestrian accommodations that are realistic and can be implemented in a reasonable timeframe and in a cost-effective manner.

Update to the *Year 2045 Sheboygan Area Transportation Plan*

### **Wisconsin Rail Plan 2030**

The *Wisconsin Rail Plan 2030* is the statewide long-range rail transportation plan. This plan “provides a vision for freight rail, intercity passenger rail and commuter rail, and identifies priorities and strategies that will serve as a basis for Wisconsin rail investments over the next 20 years.” This plan brought the state into “compliance with the Passenger Rail Investment and Improvement Act of 2008 (PRIIA). In order to be eligible for federal funding, the PRIIA requires states to develop a long-range plan for freight, intercity passenger and commuter rail.” In addition, states must update this plan at least every five years. This plan “also brings the state into compliance with requirements in 49 U.S.C. Section 22102, making the state eligible to receive financial assistance based on compliance with USDOT regulations.” WisDOT officially adopted the *Wisconsin Rail Plan 2030* in March 2014.

### **State Freight Plan**

WisDOT has been in the process of developing the *State Freight Plan* since early 2015. “Enhancing freight mobility is a top priority for WisDOT. The *State Freight Plan* provides a vision for multimodal freight transportation and positions the state to remain competitive in the global marketplace. The plan includes these key elements:

- Linking transportation investments to economic development activities;
- Placing Wisconsin within a national and global context;
- Engaging and reflecting the interests of a wide array of freight stakeholders;
- Implementation – from planning to project development to programming; and
- Performance measures and management.”

This plan has expected results in the areas of agility, usability, partnering, interrelatedness, investment strategies, competitiveness, and direction. This plan has had an extensive public input process, and draft chapters have been made available on WisDOT’s website. The *State Freight Plan* should be adopted by WisDOT sometime in 2018.

### **Other State Level Plans**

WisDOT partnered with eight other state transportation agencies, Amtrak and with the Federal Railroad Administration (FRA) to connect nine Midwest states with high-speed rail through the Midwest Regional Rail Initiative (MWRRI).

WisDOT intends to develop a *State Highway Investment Plan* and update the *Wisconsin Rail Plan* within the next two years.

In addition to long-range transportation planning, WisDOT is also involved with project programming at the state level, as follows:

### **Statewide Transportation Improvement Program (STIP)**

While state transportation plans provide the framework for planning goals and activities, Statewide Transportation Improvement Programs (STIPs) provide the conduit for state and Federal funding and programming of projects. The STIP and the MPO TIP must be consistent. According to WisDOT, “the STIP produces a four-year plan of highway and transit projects for the State of Wisconsin. Revised every year, the plan (STIP) is a compilation of all highway Update to the *Year 2045 Sheboygan Area Transportation Plan*

(state or local, including programmed bicycle and pedestrian transportation projects) and transit (capital or operating) projects in urban and rural areas. The STIP adopts the TIPs prepared by the state's 14 MPOs by reference. The STIP is approved by the FHWA and the FTA." In addition, the STIP is amended periodically.

The process for determining TIP/STIP inclusion is as follows: WisDOT uses a process for investing Federal highway funds by allowing the MPOs to select their local system (Surface Transportation Block Grant (STBG) Urban) projects. The Sheboygan MPO prioritizes its local system projects, and then sends them to the Local Program Coordinator at the WisDOT Northeast Region, who in turn (after review for application completeness, project eligibility and funding availability) sends them to the statewide Local Program Coordinator at the WisDOT Bureau of Transit, Local Roads, Railroads and Harbors, who officially gets these projects programmed at the state level. All WisDOT state-funded projects within the metropolitan planning area must be included in the Sheboygan Metropolitan Planning Area TIP.

#### **Six-Year Highway Improvement Program: 2018 – 2023**

"Wisconsin has over 115,000 miles of public roads, from Interstate freeways to county highways, city and village streets, and town roads. The *Six-Year Highway Improvement Program* covers only the 11,746 mile state highway system, which is administered and maintained by WisDOT." The remaining public roads "are improved and maintained by the counties, cities, villages and towns in which they are located."

"The state highway system consists of 875 miles of Interstate freeways and 10,871 miles of state and U.S. marked highways. While the 11,746 miles of state highways represent only slightly more than 10 percent of all public road mileage in Wisconsin, they carry over 36 billion vehicle miles of travel (VMT) a year, or over 58 percent of the total annual statewide highway travel."

The most current *Six-Year Highway Improvement Program* covers the period from 2018 through 2023. There are two subprograms for implementing improvements to state highway facilities: major highway development; and state highway rehabilitation. In addition, state highway rehabilitation is divided into three parts: existing highways; state bridges; and backbone rehabilitation.

#### **YEARS OF ANALYSIS**

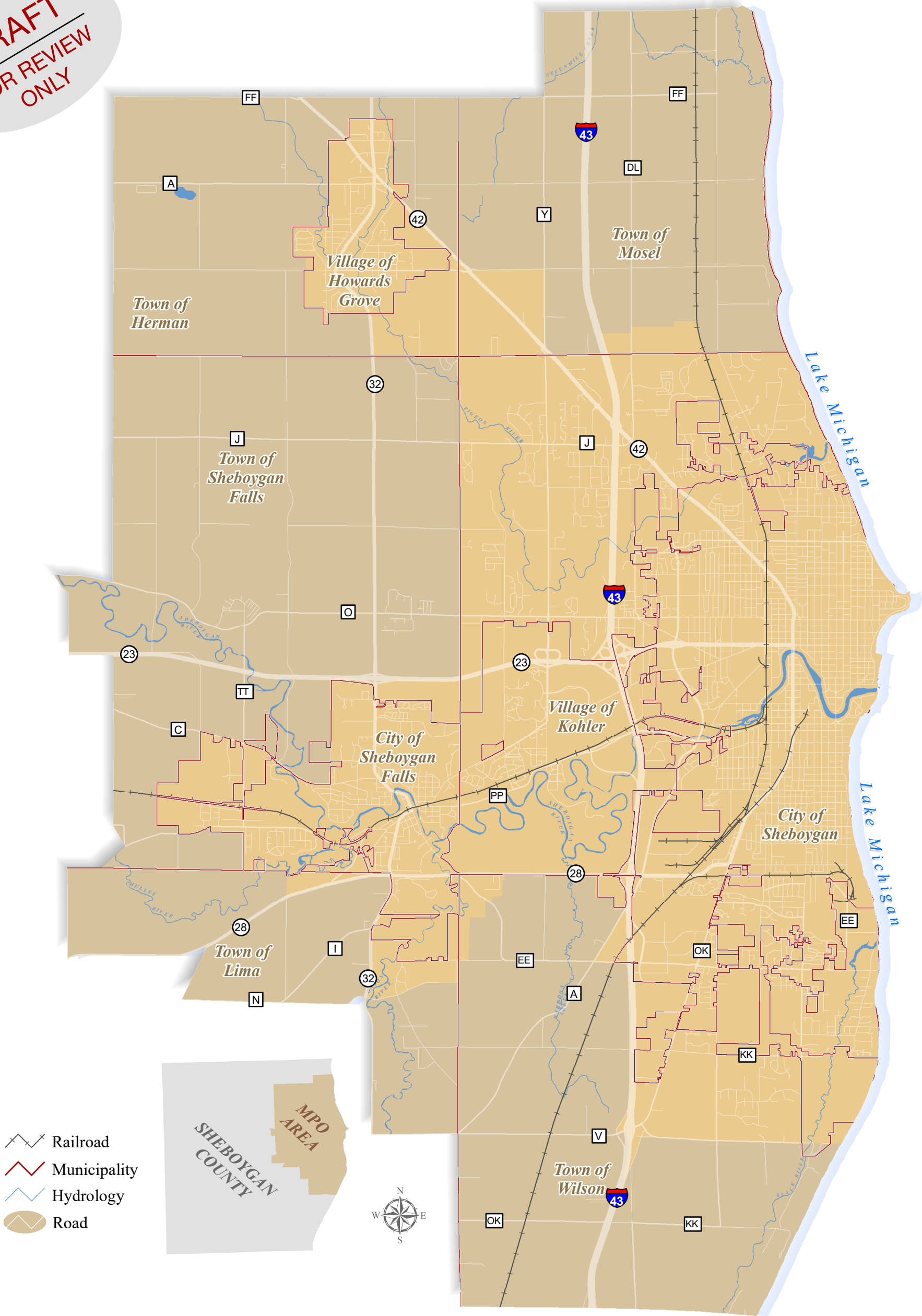
The horizon year of 2045 selected for this plan update is consistent with provisions that continued in the FAST Act calling for a minimum 20-year planning horizon. Milestone years selected for intermediate points of evaluation in this plan are 2018, 2028 and 2038. The milestone year of 2018 is consistent with the second year (the other year being 2017, which has passed) for which the WDNR Bureau of Air Management has established mobile sector emission budgets in the latest SIP element for Sheboygan County, the *Attainment Plan for the Sheboygan County, Wisconsin, 2008 8-Hour Ozone Nonattainment Area*. The milestone years of 2028 and 2038 are reasonable intermediate years between 2018 and 2045 in accordance with analysis year conformity requirements of the 1990 CAAA (the 1990 CAAA requires no greater than ten years between analysis years in a conformity analysis).

# Adjusted Sheboygan Urbanized Area

Update to the Year 2045 Sheboygan Area Transportation Plan (SATP)

Map 2.1

DRAFT  
FOR REVIEW  
ONLY



- Railroad
- Municipality
- Hydrology
- Road

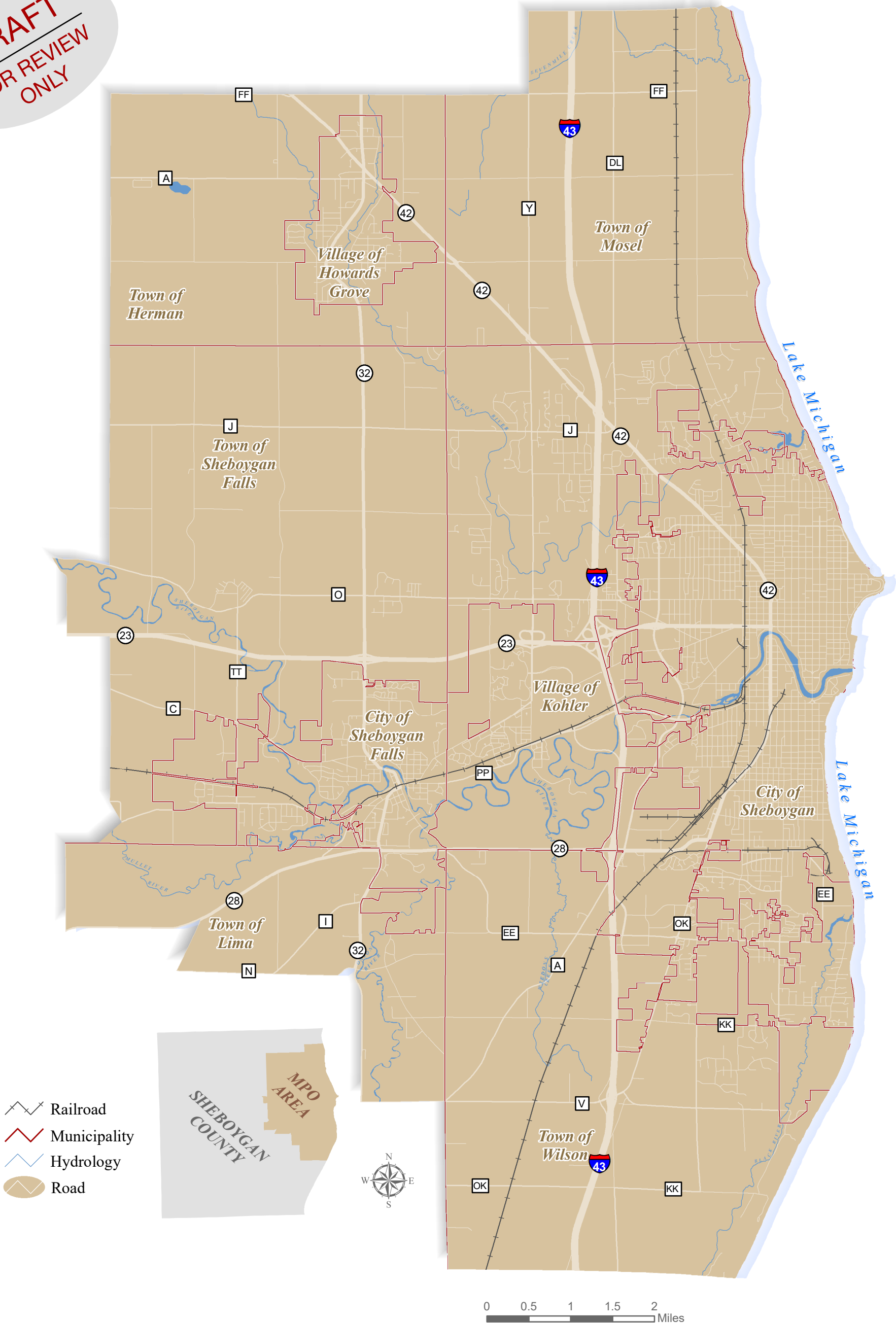
Adjusted Sheboygan Urbanized Area

# Sheboygan Metropolitan Planning Area

Update to the Year 2045 Sheboygan Area Transportation Plan (SATP)

Map 2.2

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Sheboygan Metropolitan Planning Area