

Sheboygan Metropolitan Planning Area Transportation Improvement Program 2025-2028



SHEBOYGAN METROPOLITAN PLANNING AREA
TRANSPORTATION IMPROVEMENT PROGRAM
CALENDAR YEARS 2025 - 2028

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2025 - 2028 Transportation Improvement Program

Introduction

Bipartisan Infrastructure Law (BIL) was brought into existence on November 15, 2021. Prior to BIL, Fixing America's Surface Transportation Act or "FAST Act" was established in December 2015. Both these laws as well as previous transportation legislature requires Urbanized area to develop a transportation planning process to provide a guidance to utilize federal funding assistance affectively.

The TIP covers a period of at least four years and is updated every year to include transportation improvement projects to be considered for implementation as well as illustrative projects beyond the four-year period for informational purposes. The transportation improvement projects cover a wide range of projects including, transit operating and capital projects, elderly and disabled transportation operating and capital projects, bicycle and pedestrian transportation projects, and street and highway improvement projects.

Municipalities within the Sheboygan Metropolitan Planning Area include:

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

Initial sections of this TIP discuss the TIP Process, Project Solicitation, TIP amendment guidelines as well as various federal available funding. A subsequent section of the main body of the TIP involves evidence of the financial capacity to complete all transit operating, transit capital, elderly and disabled transportation operating expenses, elderly and disabled transportation capital items, bicycle and pedestrian transportation projects, and street and highway projects listed in the TIP. A summary of the public participation process used in the development of this TIP is included as well. Another section of the TIP discusses the implementation status of projects recommended for 2024 in the *Sheboygan Metropolitan Planning Area TIP: Calendar Years 2024 – 2027* (including amendments to that TIP processed in 2024). A later section of the TIP discusses the air quality conformity process followed in the development of the TIP. This is followed by a statement on the impact of TIP projects on environmental justice. This in turn is followed by discussion concerning clarification of planning procedures and the federal “Bipartisan Infrastructure Law (BIL),” which allows for a certain degree of flexibility in project selection.

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

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

The Sheboygan MPO Technical and Policy Advisory Committees reviewed and recommended approval of this *2025 – 2028 TIP* on October 17, 2024, and the Bay-Lake Regional Planning Commission approved the *2025 – 2028 TIP* at a meeting of its Executive Committee on October 25, 2024. Projects and items listed comply with both short-range and long-range transportation plans for the Sheboygan Metropolitan Planning Area prepared by the Bay-Lake Regional Planning Commission.

TIP Process

Transportation Improvement Program (TIP) represents the lists of transportation projects anticipated to be undertaken in the period from 2025 through 2028 in the Sheboygan Metropolitan Planning Area (MPA). TIP must include all the transportation projects in the Sheboygan MPA to ensure that those projects are eligible for Federal funding. The purpose of the TIP is to identify, prioritize and provide funding options to enhance infrastructure, mobility, and overall transportation system.

The *2025 – 2028 TIP* is a listing of transit operating expenses and capital items, elderly and disabled transportation projects and capital items, bicycle and pedestrian transportation projects, and street and highway projects, including an element which is eligible for federal aid and covers calendar years 2025, 2026, 2027, and 2028. This element contains those projects in the Sheboygan Metropolitan Planning Area which have highest priority as far as funding and implementation are concerned.

The TIP facilitates coordination among various transportation agencies, local governments, and other stakeholders involved in the development and execution of transportation projects. The TIP must be created in collaboration with the state and public transit providers. It should incorporate all regionally significant projects receiving FHWA or FTA funds, or for which FHWA or FTA

approval is required, in addition to non-federally funded projects that are consistent with the metropolitan long-range transportation plan. Furthermore, the TIP must be fiscally constrained.

MPO staff will release the draft 2025-2028 TIP for a 30-day review period. A public hearing will be held for the public to provide comments on the draft near the completion of the 30-day review period. Sheboygan MPO Technical and Policy Advisory Committees will review the draft 2025-2028 TIP and make recommendations to the Bay-Lake Regional Planning Commission. Following that Staff will present the proposed major amendment to the Bay-Lake Regional Planning Commission (or its Executive Committee) for final approval.

TIP Project Solicitation

MPO staff solicits a list of proposed transportation projects from transit operators, municipalities, and county. Implementing agencies provided with a list of proposed major transportation projects, their scope, costs, funding, and timing. These projects are included in the TIP covering the next four-year period with their funding source and the other projects, without knowing where the funding is coming from or those outside of the TIP period are identified as illustrative projects.

Street and highway projects were requested of area municipalities, the Sheboygan County Transportation Department, and the Wisconsin Department of Transportation. Transit capital projects and operating expenses for the period covered by this TIP were requested of Shoreline Metro. The Sheboygan County Health and Human Services Department's Aging and Disability Resource Center (ADRC) and the Wisconsin Department of Transportation submitted specialized transportation projects and capital items for inclusion in this TIP.

TIP Amendments

Major Amendments

A major TIP amendment will be necessary when:

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

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

A major amendment will require the following steps:

- Staff will commence the major amendment process by releasing the proposed amendment for a 30-day public review period. Staff will inform the public of the proposed major amendment by placing the proposed major amendment and public review period announcement on the Sheboygan MPO webpage of the Bay-Lake Regional Planning Commission website, by sending notices to the organizations on the MPO Public Participation Plan mailing list, and by publishing a notice in one or more local newspapers. The notices will be distributed just before the 30-day review period begins. Public notice will also be provided through social media, including the Bay-Lake Regional Planning Commission Facebook page and (more briefly) through X (formerly Twitter).
- Near the end of the 30-day public review process, staff will conduct a public hearing on the major TIP amendment at an accessible location that can be reached by Shoreline Metro. The public hearing notice will also be sent to the organizations on the MPO Public Participation Plan mailing list and to local news media. MPO staff will consider holding the public hearing immediately before joint meetings of the Sheboygan MPO Technical and Policy Advisory Committees in order to conserve staff time and resources.
- Following the public hearing, the Sheboygan MPO Technical and Policy Advisory Committees will have the opportunity to comment on the proposed major TIP amendment and make a recommendation to the Bay-Lake Regional Planning Commission.
- Staff will present the proposed major amendment to the Bay-Lake Regional Planning Commission (or its Executive Committee) for final approval.

Minor Amendments

A minor TIP amendment will be necessary when:

- Adding an exempt/system preservation project to the first four years of the TIP, including advancement of a project for implementation from an illustrative list or from the out year(s) of the TIP;
- Moving an exempt/system preservation project out of the first four years of the TIP;

- Changing the scope (character of work or project limits) of an exempt/system preservation project within the first four years of the TIP such that the current description is no longer reasonably accurate; or
- A change in project funding that impacts funding for other projects within the first four years of the TIP, forcing any exempt/system preservation project out of the first four years of the TIP.

A minor amendment will require the following steps:

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

Administrative Modifications

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

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

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

Federal Transportation Funding (Description of programs from FHWA and FTA website)

BIL includes various funding programs available for states and MPOs. The following are the major Federally funded Highway Programs-

Carbon Reduction Program (CRP): The BIL established the CRP, which provides funds for projects designed to reduce transportation emissions, defined as carbon dioxide (CO₂) emissions from on-road highway sources. Under the FAST Act, the BIL directs FHWA to apportion funding as a lump sum for each State then divide that total among apportioned programs. The state suballocates a portion of the funding to each TMAs, MPA, and other urban areas and rural areas.

Congestion Mitigation and Air Quality Program (CMAQ): CMAQ provides a flexible funding source to State and local governments for transportation projects and programs to help meet the requirements of the Clean Air Act. Funding is available to reduce congestion and improve air quality for areas that do not meet the National Ambient Air Quality Standards for ozone, carbon monoxide, or particulate matter (nonattainment areas) and for former nonattainment areas that are now in compliance (maintenance areas).

Highway Safety Improvement Program (HSIP): The Highway Safety Improvement Program (HSIP) is a core Federal-aid program with the purpose to achieve a significant reduction in traffic fatalities and serious injuries on all public roads, including non-State-owned roads and roads on tribal land. The HSIP requires a data-driven, strategic approach to improving highway safety on all public roads with a focus on performance.

National Highway Performance Program (NHPP): The NHPP provides support for the condition and performance of the National Highway System (NHS), for the construction of new facilities on the NHS, and to ensure that investments of Federal-aid funds in highway construction are directed to support progress toward the achievement of performance targets established in a State's asset management plan for the NHS. WisDOT allocates statewide funding for this program for the projects on the NHS.

Surface Transportation Block Grant (STBG) Program: The Surface Transportation Block Grant program (STBG) provides flexible funding that may be used by States and localities for projects to preserve and improve the conditions and performance on any Federal-aid highway, bridge and tunnel projects on any public road, pedestrian and bicycle infrastructure, and transit capital projects, including intercity bus terminals.

Transportation Alternatives Program (TAP): The Transportation Alternatives (TA) Set-Aside from the STBG Program provides funding for a variety of generally smaller-scale transportation projects such as pedestrian and bicycle facilities; construction of turnouts, overlooks, and viewing areas; community improvements such as historic preservation and vegetation management; environmental mitigation related to stormwater and habitat connectivity; recreational trails; safe routes to school projects; and vulnerable road user safety assessments.

Wisconsin Electric Vehicle Infrastructure Plan: Wisconsin upon approval from the U.S. Federal Highway Administration (FHWA) has planned to expand its electric vehicle charging stations under the National Electric Vehicle Infrastructure (NEVI) program. Under this program, eligible areas identified in the 2022 Wisconsin Electric Vehicle Charging Infrastructure Plan will receive funding for deployment of EV charging equipment.

The following are the major Federally funded Transit Programs-

Urbanized Area Formula grants (5307): The Urbanized Area Formula Funding program (49 U.S.C. 5307) makes federal resources available to governors and other recipients for transit capital and operating assistance and transportation-related planning in urbanized areas. For urbanized areas with a population of less than 200,000, the governor or governor's designee is responsible for receiving and apportioning funds to eligible projects and recipients.

Special Funds, Coronavirus Aid, Relief, and Economic Security (CARES) Act: In January 2020, FTA allocated \$25 billion to recipients of urbanized area and rural area formula funds, with \$22.7 billion to large and small urban areas and \$2.2 billion to rural areas. Funding will be provided at a 100-percent federal share, with no local match required, and will be available to support capital, operating, and other expenses generally eligible under those programs to prevent, prepare for, and respond to COVID-19.

Bus and Bus Facilities Program (5339 formerly 5309): Provides funding to states and transit agencies through a statutory formula to replace, rehabilitate and purchase buses and related equipment and to construct bus-related facilities.

Enhanced Mobility of Seniors and Individuals with Disabilities (5310): This program (49 U.S.C. 5310) provides formula funding to states and designated recipients to meet the transportation needs of older adults and people with disabilities when the transportation service provided is unavailable, insufficient, or inappropriate to meeting these needs. Funds are apportioned to each state based on the population of these two groups. WisDOT allocates funding to urbanized and rural areas and small MPOs. The funding can be used for “traditional” or “nontraditional” projects. “Traditional” projects are capital projects as defined in 49 U.S.C. 5302(3). “Nontraditional” projects are capital and/or operating projects that go beyond the scope of the Americans with Disabilities Act (ADA) complementary paratransit services or public transportation alternatives designed to assist older adults and people with disabilities.

Formula Grants for Rural Areas (5311): The Formula Grants for Rural Areas program provides capital, planning, and operating assistance to states to support public transportation in rural areas with populations of less than 50,000, where many residents often rely on public transit to reach their destinations.

Project Prioritization

Surface Transportation Block Grant (STBG) Program

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

- County Highway EE/Weeden Creek Road from County Highway OK/South Business Drive to County Highway KK/South 12th Street: Reconstruction with no increase in capacity (2020 – 2025 funding cycle; project sponsor is Sheboygan County; construction is scheduled for 2025);
- State Highway 32 from County Highway D to State Highway 28: Milling and Overlay of the Existing Asphaltic Pavement (2020-2025 funding Cycle; project sponsor is Wisconsin Department of Transportation; construction is scheduled for 2025)

- State Highway 32 from County Highway D to State Highway 28, Replacement and Preservation of several Bridges (2020-2025 funding Cycle; project sponsor is Wisconsin Department of Transportation; construction is scheduled for 2025)
- County Highway TA/South Taylor Drive from Union Avenue to Erie Avenue: Reconstruction with no increase in capacity (special 2022 – 2025 funding cycle in the Bipartisan Infrastructure Law; project sponsor is Sheboygan County; construction is scheduled for 2025).
- State Highway 32 from STH 42 to STH 57: Design Leading to Resurfacing and Preservation (2022-2027 funding cycle; the design is scheduled to be completed in 2027 and construction is scheduled for 2028)
- State Highway 32 from STH 23 to STH 42: Resurfacing (2023-2028 funding cycle; the construction is scheduled for 2026)
- Fond du Lac Avenue from STH 32/Main St. to Oak St.: Reconstruction/Preservation (2025-2028 funding cycle, construction is scheduled for 2028)
- City of Sheboygan, various highways, STH 28/23/42, Curb ramp improvements and CTH V Intersection (2025-2028 funding cycle, construction is scheduled for 2028)

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

Summary of the Total Cost for 4-year period of this TIP (in 1000 of dollars)

Year	Transit		Elderly and Disabled		Bike and Ped	Street and Highway	Total
	Operating	Capital	Operating	Capital			
2025	\$3,584	\$0	\$475	\$580	\$175	\$23,228	\$28,042
2026	\$3,621	\$2,625	\$0	\$0	\$175	\$17,296	\$23,717
2027	\$3,659	\$0	\$0	\$0	\$6,852	\$4,611	\$15,122
2028	\$3,696	\$0	\$0	\$0	\$175	\$11,497	\$15,368
Total	\$14,562	\$2,625	\$475	\$580	\$7,377	\$56,632	\$82,249

It is estimated that over \$82,849,000 will be needed to meet anticipated project costs in the four-year element component of the TIP. The table above shows the anticipated costs for transit operating and capital projects, elderly and disabled operating and transportation capital items, bicycle and pedestrian transportation projects, and street and highway projects from 2025 through 2028.

Transit Projects

This section of the TIP describes various transit projects scheduled for the program period, including transit operational funding, transit capital projects, elderly and disabled transportation operating expenses, and elderly and disabled transportation capital projects.

Transit Operational Funding: 2025 - 2028

Table 1 lists the distribution of operational funding sources for Shoreline Metro, the area's transit operator, for 2025 through 2028. The operating expenses include Shoreline Metro's core fixed-route transit service in the Cities of Sheboygan and Sheboygan Falls and in the Village of Kohler. The expenses also include ADA paratransit costs within the service area. Operating and administrative costs are assumed to increase by 1.0 percent each year between 2025 and 2028. Costs shown in Table 1 assume that route changes will be implemented at the beginning of any given calendar year and assume maintenance of existing transit service (no expansions).

Projected revenues are also shown in Table 1. Regular federal Section 5307 (general operating) revenues are anticipated to involve approximately 30.5 percent of operating costs each year throughout the period covered by this TIP. In addition, special federal Section 5307 revenues provided through the "Coronavirus Aid, Relief and Economic Security" (CARES) Act are projected to involve \$445,813 in additional operating revenue for Shoreline Metro for the years 2025 through 2028, to make up for lost farebox revenue and local governmental funding due to the COVID-19 pandemic. Table 1 also assumes that the Sheboygan Parking and Transit Utility will receive and utilize Community Development Block Grant (CDBG) entitlement funding (provided to the City of Sheboygan by the U.S. Department of Housing and Urban Development on an annual basis) to maintain transit services at a reasonable cost to the transit user and to the taxpayer each year over the program period; \$42,493 in CDBG funding is assumed to be available in each year covered by this TIP.

State Section 85.20 (general operating) revenues are assumed to involve approximately 25.4 percent of operating expenses throughout the period covered by this TIP. State Section 85.205 (paratransit supplemental) revenues are assumed to involve \$46,537 each year throughout the period covered by this TIP. State Section 85.21 (County Program) revenues (and expenses) have been included to accurately represent the total transit operations. These revenues will involve \$358,368 in each year of this TIP period.

The municipal share of transit funding is expected to be \$530,000 for the City of Sheboygan, \$39,857 for the City of Sheboygan Falls, and \$13,767 for the Village of Kohler in throughout the range of the TIP.

The Sheboygan Area School District is assumed to provide \$91,350 each year for the transit operation over the period covered by this TIP. This allows students and staff to ride free of charge during set agreed-to hours during the school year and for official purposes outside the school year. Older students and staff need to show a district issued identification card in order to ride free of charge, while younger students who do not have such a card issued do not have to present such documentation.

Farebox revenues begin at a base level of \$520,150 in 2025, then are expected to increase to \$525,352 in 2026, \$530,605 in 2027, and to \$535,911 in 2028.

Other revenues (advertising and proprietary revenues, interest income, etc.) are assumed to remain flat at \$134,200 each year throughout the period covered by this TIP.

Table 1 Calendar Years 2025 - 2028: Transit Operating Funds (TIP ID No.: 372-25-201)				
	2025	2026	2027	2028
Operating Expenses	\$4,238,630	\$4,281,016	\$4,323,826	\$4,367,065
Farebox Revenue	\$520,150	\$525,352	\$530,605	\$535,911
Other Revenue (Advertising, Investments, etc.)	\$134,200	\$134,200	\$134,200	\$134,200
Total Deficit	\$3,584,280	\$3,621,465	\$3,659,021	\$3,696,954
Federal Funding Sources:				
Section 5307 - Regular Funding	\$1,294,104	\$1,307,045	\$1,320,115	\$1,333,317
Section 5307 - CARES Act Funding	\$91,103	\$104,580	\$118,191	\$131,939
HUD CDBG Entitlement Funds	\$42,493	\$42,493	\$42,493	\$42,493
State Funding Sources:				
Section 85.20	\$1,076,701	\$1,087,468	\$1,098,343	\$1,109,326
Section 85.205	\$46,537	\$46,537	\$46,537	\$46,537
Section 85.21	\$358,368	\$358,368	\$358,368	\$358,368
Local Funding Sources:				
City of Sheboygan	\$530,000	\$530,000	\$530,000	\$530,000
City of Sheboygan Falls	\$39,857	\$39,857	\$39,857	\$39,857
Village of Kohler	\$13,767	\$13,767	\$13,767	\$13,767
Sheboygan Area School District	\$91,350	\$91,350	\$91,350	\$91,350
Total Funding	\$3,584,280	\$3,621,465	\$3,659,021	\$3,696,954
Balance	\$0	\$0	\$0	\$0
Assumptions made in developing Table 1: (1) Operating and administrative costs are assumed to increase by 1.0 percent each year (2) ADA paratransit costs are included in operating expenses. All other paratransit costs can be found in Table 3. (3) Farebox revenues are assumed to increase in line with projected ridership throughout the period covered by this TIP. (4) Other revenues (advertising and proprietary revenues, interest income, etc.) are assumed to remain flat in absolute dollars throughout the period covered by this TIP. (5) Regular federal Section 5307 (general operating) revenues are assumed to involve approximately 30.5 percent of operating expenses throughout the period covered by this TIP. (6) Special federal Section 5307 revenues provided through the "Coronavirus Aid, Relief and Economic Security" (CARES) Act are projected to involve \$445,813 in additional operating revenue for Shoreline Metro for the years 2025 through 2028, to make up for lost farebox revenue and local governmental funding due to the COVID-19 pandemic. (7) Shoreline Metro expects to continue utilizing Community Development Block Grant (CDBG) Entitlement funding (provided to the City of Sheboygan by the U.S. Department of Housing and Urban Development annually) to maintain transit services at a reasonable cost to users and taxpayers over the program period. The amount in each year covered by this TIP will be \$42,493. (8) State Section 85.20 (general operating) revenues are assumed to involve approximately 25.4 percent of operating expenses throughout the period covered by this TIP. (9) State Section 85.205 (paratransit supplemental) revenues will involve \$46,537 each year throughout the period covered by this TIP. (10) State Section 85.21 (County Program) revenues (and expenses) have been included to accurately represent the total transit operations. These revenues will involve \$358,368 in each year of this TIP period. (11) The City of Sheboygan is assumed to provide approximately 78.52 percent of local funding sources for transit operation The City of Sheboygan Falls is assumed to provide approximately 5.9 percent of local funding sources for transit operation. The Village of Kohler is assumed to provide approximately 2.04 percent of local funding sources for transit operation. (12) The Sheboygan Area School District is assumed to provide \$91,350 each year for the transit operation over the period covered by this TIP. (13) Figures represented in this table assume maintenance of existing transit service (no expansions). (14) Balances of \$1 or less (positive or negative) are due to rounding error.				
Source: City of Sheboygan Parking and Transit Utility, 2024; and Bay-Lake Regional Planning Commission, 2024.				

Transit Capital Projects: 2025-2028

Table 2 lists capital projects for the transit division of the Sheboygan Parking and Transit Utility (Shoreline Metro) for the 2025-2028 period. Of these projects, no capital projects are programmed for 2025, 2027 or 2028.

No capital expenditures are recommended for the calendar years 2024, 2025, or 2027.

One capital expenditure is recommended for calendar year 2026:

- The purchase of five fixed-route buses (with a length of 35 feet each) is scheduled for 2026. These new buses will replace five older buses that will have exceeded their life expectancy at the time of replacement. The cost of this 2026 project will be \$2,625,000. The federal share of this project (\$2,100,000) will come from either CMAQ or FTA Section 5339, while the remainder (\$525,000) will be locally funded.

Sheboygan MPO, 2025-2028 TIP

Table 2 Calendar Years 2025 - 2028: Transit Capital Items (In Thousands of Dollars)																								
Primary Jurisdiction/ Project Sponsor	Project Description	Type of Cost	Jan. - Dec. 2025					Jan. - Dec. 2026					Jan. - Dec. 2027					Jan. - Dec. 2028					Year Open	Air Quality Status
			Federal	State	Local	Other	Total	Federal	State	Local	Other	Total	Federal	State	Local	Other	Total	Federal	State	Local	Other	Total		
Shoreline Metro	Replacement of Five (5) 35-Foot Fixed-Route Buses (Transit Preservation)	PE											2,100 0 525 0 2,625										2032 2030 (Inland)	Exempt
		ROW																						
		ACQUI																						
		TOTAL																						
TIP ID No.: 372-23-202													CMAQ (Not funded)											
NOTES: The following funding codes are used to identify Federal and other funding sources: 5339/5307 = Section 5339 (formerly Section 5309) Federal Transit Administration (FTA) funding will be the Federal funding source. This is also known as the Buses and Bus Facilities Grants program. If insufficient Section 5339 funding is available, FTA Section 5307 (Urbanized Area Formula Program) funding will supplement the FTA Section 5339 funding.																								
2025 - 2028 Funding Summary: Total Transit Preservation Project Funding = \$2,625,000 Total Transit Improvement Project Funding = \$0 Total Transit Expansion Project Funding = \$0																								
Source: City of Sheboygan Parking and Transit Utility Commission, 2024; and Bay-Lake Regional Planning Commission, 2024.																								

Elderly and Disabled Transportation Operating Expenses: 2025

Elderly and disabled transportation operating expenses are identified in Table 3. The Sheboygan County Health and Human Services Department's Aging and Disability Resource Center (ADRC), which handles elderly and disabled transportation in the Sheboygan Metropolitan Planning Area and elsewhere in Sheboygan County, does not normally program operating expenses beyond one calendar year. The projects identified in Table 3 involve operating expenses for calendar year 2025 and include an enhanced volunteer driver program and the purchase of specialized (elderly and disabled, but non-ADA) transportation services from Shoreline Metro (operating as Metro Connection).

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

Elderly and Disabled Transportation Capital Projects: 2025-2028

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

For the 2025 funding cycle, the Sheboygan County Health and Human Services Department's ADRC will file a Section 5310 grant application with WisDOT for the purchase of two gas- or diesel-powered medium sized bus with a configuration of up to 11 ambulatory positions and up to two wheelchair positions. This vehicle would involve 80 percent Federal funding (with 20 percent local or sponsor funding). In addition, Shoreline Metro will be obtaining two similar vehicles in 2025 through Section 5310 funding and the CARES Act.

Table 3 Calendar Year 2025: Elderly and Disabled Transportation Projects						
Responsible Agency	Project	Total Cost	Federal Share	State Share	Local Share	Fares/Contributions
Sheboygan County Health and Human Services Department TIP ID No.: 372-25-202	Enhanced Volunteer Driver Program	\$116,890	\$58,445 5310	\$0	\$26,445	\$32,000
Sheboygan County Health and Human Services Department TIP ID No.: 372-25-203	Purchase of Specialized Transportation Services from Shoreline Metro	\$358,368	\$0	\$262,694 85.21	\$65,674	\$30,000
Notes: (1) For the enhanced volunteer driver program, Section 5310 Federal Transit Administration (FTA) funding (the Enhanced Mobility of Seniors and People with Disabilities Program) would be the federal funding source involving the U.S. Department of Transportation. (2) The Sheboygan County Health and Human Services Department (through its Aging and Disability Resource Center) received Section 5310 funding to maintain its enhanced volunteer driver program. This expansion will provide additional rides to those who need an accessible vehicle, people with disabilities, and for trip purposes other than just medically-related appointments.						
Source: Sheboygan County Health and Human Services Department, 2024; Shoreline Metro, 2024; and Bay-Lake Regional Planning Commission, 2024.						

Sheboygan MPO, 2025-2028 TIP

Table 4 Calendar Years 2025 - 2028: Elderly and Disabled Transportation Capital Projects (In Thousands of Dollars)																				
Primary Jurisdiction/ Project Sponsor	Project Description	Type of Cost	Jan. - Dec. 2025				Jan. - Dec. 2026				Jan. - Dec. 2027				Jan. - Dec. 2028				Year Available	Air Quality Status
			Federal	State	Local	Total	Federal	State	Local	Total	Federal	State	Local	Total	Federal	State	Local	Total		
Shreline Metro	Two gas- or diesel-powered medium sized bus with a configuration of up to 11 ambulatory positions and up to two wheelchair positions. The vehicle will transport the elderly and persons with disabilities. (Replacement)	PE ROW ACQUI TOTAL	232 232	0 0	58 58	290 290													2025 (Shoreline)/ 2030 (Inland)	Exempt
TIP ID No: 372-24-204			5310/CARES (not funded)																	
Sheboygan County Health and Human Services Department	Two gas- or diesel-powered medium sized buses with a configuration of up to 11 ambulatory positions and up to two wheelchair positions. The vehicles will transport the elderly and persons with disabilities. (Replacement)	PE ROW ACQUI TOTAL	232 232	0 0	58 58	290 290													2025 (Shoreline)/ 2030 Inland	Exempt
TIP ID No.: 372-24-205			5310 (not funded)																	
NOTES: The following funding codes are used to identify Federal funding sources: 5310 = Section 5310 Federal Transit Administration funding will be the Federal funding source. This is also known as the Enhanced Mobility of Seniors and Individuals with Disabilities program. Section 5307 funding is also a possibility for this project. 5307 - CARES Act = Special Section 5307 funding provided through the "Coronavirus Aid, Relief, and Economic Security (CARES) Act" will be the Federal funding source. This program can provide 100 percent Federal funding for projects. 5339 = Section 5339 (formerly Section 5309) Federal Transit Administration funding will be the Federal funding source. This is also known as the Buses and Bus Facilities Grants program. Section 5307 funding is also a possibility for this project.																				
2024 - 2027 Funding Summary: Total Elderly and Disabled Transportation Capital Project Funding = \$580,000																				
Source: Sheboygan County Health and Human Services Department, 2024; and Bay-Lake Regional Planning Commission, 2024.																				

Bicycle and Pedestrian Transportation Projects

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

- Some \$175,000 is programmed in each of calendar years 2025, 2026, 2027, and 2028 for “grouped” transportation alternatives projects that may occur in the Sheboygan Metropolitan Planning Area. This bicycle and pedestrian transportation project involve 80 percent federal participation and 20 percent state participation.

In addition, as indicated in Table 5, one bicycle and pedestrian transportation project will involve funding from a “Rebuilding American Infrastructure with Sustainability and Equity” (RAISE) grant that was awarded to the City of Sheboygan in 2022:

- Bicycle and Pedestrian Swing Bridge Across the Sheboygan River (\$200,000 in local funding for design in 2025, and \$6,677,000 for construction in in the year 2027 with 80 percent of the construction amount (\$5,342,000) involving the RAISE grant, and with 20 percent of the construction amount (\$1,335,000) involving the local match). The project is anticipated to be completed in late 2027.

Table 5 also includes two (2) planned projects that have applied for CRP funding but are not officially programmed in the *2025 – 2028 TIP*:

- Construction of non-motorized trail on New Jersey Avenue from South Taylor Drive to Riverpark Road;
- Construction of a multi-use path parallel to North Main Street (STH 32) in Sheboygan Falls, from Willow Drive to Hamann Drive;

Finally, Table 5 includes Five (5) illustrative projects that are not officially programmed in the *2025 – 2028 TIP*:

- Union Pacific rails-to-trails conversion extension in the City of Sheboygan: Pennsylvania Avenue to Union Avenue, including an eastern extension of South 9th Street paralleling Indiana Avenue;
- Construction of a bridge for bicyclists and pedestrians over the Sheboygan River near the former Tecumseh Engines plant in the City of Sheboygan Falls;
- Construction of a bridge for bicyclists and pedestrians over the Sheboygan River near the Bemis Manufacturing plant in the City of Sheboygan Falls;
- Construction of a multi-use pathway in the Alliant Energy Utility Corridor on the south side of the City of Sheboygan from South Taylor Drive to County Highway OK/South Business Drive; and
- Construction of a multi-use pathway in the Alliant Energy Utility Corridor on the south side of the City of Sheboygan from County Highway KK/South 12th Street to Lakeshore Drive.

If local funding becomes available, the 2025 – 2028 *TIP* may be amended to include one or more of these illustrative projects.

Map 1 indicates the location of the bridge and the illustrative projects.

Sheboygan MPO, 2025-2028 TIP

Table 5 Calendar Years 2025 - 2028: Bicycle and Pedestrian Transportation Projects (In Thousands of Dollars)																				
Primary Jurisdiction/ Project Sponsor	Project Description	Type of Cost	Jan. - Dec. 2025				Jan. - Dec. 2026				Jan. - Dec. 2027				Jan. - Dec. 2028				Year Open	Air Quality Status
			Federal	State	Local	Total	Federal	State	Local	Total	Federal	State	Local	Total	Federal	State	Local	Total		
City of Sheboygan	Bicycle and Pedestrian Swing Bridge Across the Sheboygan River	PE ROW CONST OTHER TOTAL	0	0	200	200								0 0 0 5,342 5,342 RAISE					2032 (Project Completion by Late 2027)	Exempt
TIP ID Nos.: 372-23-101																				
Wisconsin Department of Transportation TIP ID Nos.: 372-22-101 (for 2025), and 372-23-102 (for 2026)	Enhancements Grouped Projects	PE ROW CONST OTHER TOTAL	20	5	0	25	20	5	0	25	20	5	0	25	20	5	0	25	2025 and 2032 (Shoreline)/ 2030 (Inland)	Exempt
			120	30	0	150	120	30	0	150	120	30	0	150	120	30	0	150		
			0			0	0			0	0			0	0			0		
			140	35	0	175	140	35	0	175	140	35	0	175	140	35	0	175		
			STBG-TA				STBG-TA				STBG-TA				STBG-TA					
City of Sheboygan	New Jersey Avenue Non-motorized Trail South Taylor Drive to Riverpark Road (1.13 mi.)	PE ROW CONST OTHER TOTAL					220	0	55	276	0	0	0	0					NA	Exempt
							0	0	0	0	866	0	216	1,082						
							0			0	0			0						
(ILLUSTRATIVE PROJECT - NOT PROGRAMMED)							220	0	55	276	866	0	216	1,082						
			CRP-not funded yet				CRP-not funded yet				CRP-not funded yet				CRP-not funded yet					
City of Sheboygan Falls	Adding a multi-use path parallel to N. Main St. (STH 32) from Willow Dr. to Hamann Dr. (0.2 mi.)	PE ROW CONST OTHER TOTAL	102	0	25	127													NA	Exempt
						0	377	0	94	471										
						0														
(ILLUSTRATIVE PROJECT - NOT PROGRAMMED)			102	0	25	127	377	0	94	471										
			CRP-not funded yet				CRP-not funded yet													
Sheboygan County	Union Pacific Rail-Trail Conversion Extension in the City of Sheboygan: Pennsylvania Avenue to Union Avenue (Includes an Eastern Extension to South 9th Street Paralleling Indiana Avenue)	PE ROW CONST OTHER TOTAL					426	0	0	426				0 0 0 4,004 0					NA	Exempt
							500	0	0	500										
										0	4,004	0	0	4,004						
										0				0						
(ILLUSTRATIVE PROJECT - NOT PROGRAMMED)							926	0	0	926	4,004	0	0	4,004						
			Illustrative Only				Illustrative Only				Illustrative Only				Illustrative Only					
Sheboygan County	Construction of a Bridge for Bicyclists and Pedestrians over the Sheboygan River near the former Tecumseh Engines Plant in the City of Sheboygan Falls	PE ROW CONST OTHER TOTAL									64	0	0	64				0 0 0 319 0 0	NA	Exempt
(ILLUSTRATIVE PROJECT - NOT PROGRAMMED)											64	0	0	64	319	0	0	319		
			Illustrative Only				Illustrative Only				Illustrative Only				Illustrative Only					

Table 5 Calendar Years 2025 - 2028: Bicycle and Pedestrian Transportation Projects (In Thousands of Dollars)												
Sheboygan County (ILLUSTRATIVE PROJECT - NOT PROGRAMMED)	Construction of a Bridge for Bicyclists and Pedestrians over the Sheboygan River near the Bemis Manufacturing Plant in the City of Sheboygan Falls	PE ROW CONST OTHER TOTAL			93	0	0	93	0	0	NA Exempt	
					0			0	463	0	0	
					0			0		463		
					0			0		0		
					93	0	0	93	463	0	0	
					Illustrative Only				Illustrative Only			
Sheboygan County (ILLUSTRATIVE PROJECT - NOT PROGRAMMED)	Construction of a Multi-Use Pathway in the Alliant Energy Utility Corridor on the South Side of the City of Sheboygan South Taylor Drive to County Highway OK/South Business Drive (0.91 mi.)	PE ROW CONST OTHER TOTAL			91	0	0	91	0	0	NA Exempt	
					0			0	2,000	0	0	
					0			0		2,000		
					0			0		0		
					91	0	0	91	2,000	0	0	
					Illustrative Only				Illustrative Only			
Sheboygan County (ILLUSTRATIVE PROJECT - NOT PROGRAMMED)	Construction of a Multi-Use Pathway in the Alliant Energy Utility Corridor on the South Side of the City of Sheboygan County Highway KK/South 12th Street to Lakeshore Drive (0.50 mi.)	PE ROW CONST OTHER TOTAL			91	0	0	91	0	0	NA Exempt	
					0			0				
					0			0	2,000	0	0	
					0			0		2,000		
					91	0	0	91	2,000	0	0	
					Illustrative Only				Illustrative Only			
NOTES: The following funding codes are used to identify federal funding sources: RAISE = The "Rebuilding American Infrastructure with Sustainability and Equity" competitive grant program administered through the U.S. Department of Transportation. STBG-TA = Transportation Alternatives Set-Aside in the Surface Transportation Block Grant Program (Included the Transportation Alternatives program in MAP-21, and included the former Transportation Enhancements, Safe Routes to School, and Recreational Trails programs in SAFETEA-LU). CRP = Carbon Reduction Program												
<u>2025 - 2028 Funding Summary:</u> Total WisDOT Approved Bicycle and Pedestrian Project Funding (all sources) = \$140,000 Total USDOT Project Funding (all sources) = \$5,902,000												
Source: Sheboygan County Planning and Conservation Department, 2024; City of Sheboygan, 2024; Wisconsin Department of Transportation, 2024; and Bay-Lake Regional Planning Commission, 2024.												

Street and Highway Improvement Projects

Table 6 describes those street and highway improvement projects which are scheduled for the 2025-2028 program period. A wide variety of street and highway improvements will take place over the 2025-2028 period, including:

- One project involving design, right-of-way acquisition and reconstruction with no increase in capacity (construction in 2025);
- One project involving milling and overlay of the existing asphaltic pavement (construction in 2025);
- One project involving the replacement and preservation of several bridges (construction in 2025);
- One project involving road resurfacing (construction in 2025);
- One project involving design leading to reconstruction with no increase in capacity (design in 2025);
- One project involving reconstruction with no increase in capacity (construction in 2025);
- One project involving design leading to resurfacing (design in 2025);
- One project involving design leading to bridge rehabilitation (design in 2025);
- One project involving resurfacing and preservation (design in 2025);
- One project involving reconstruction/preservation (design in 2025);
- Three projects involving resurfacing, reconstruction, and preservation (construction in 2026);
- One project involving the reconstruction and preservation of an intersection (design in 2026);
- One privately funded project involving the installation of four (4) electric vehicle charging stations (construction in 2026);
- One project involving design leading to resurfacing and preservation (design in 2027);
- One project involving reconstruction and preservation (construction in 2027);
- One project involving bridge rehabilitation (construction in 2028);
- One project involving reconstruction/preservation (construction in 2028);
- One project involving curb ramp improvements (construction in 2028)

Table 6 also includes four (4) projects in which its funding is to be determined (TBD). These projects include:

- One project involving the design for reconstruction and preservation (design in 2025);
- One project involving highway expansion and improvement (construction in 2026);
- One project involving highway expansion (construction in 2027);
- One project involving resurfacing and preservation (construction in 2028)

Finally, Table 6 includes one (1) illustrative project that is not officially programmed in the *2025-2028 TIP*:

- One project involving reconstruction with no increase in capacity (estimated construction in 2028)

WisDOT “grouped” projects are also listed in Table 6 for 2025, 2026, 2027, and 2028 in the areas of: Safety; railroad/highway crossing safety; HSIP/Highway Safety Improvement Program; railroad crossing protective devices; Office of the Commissioner of Railroads (OCR) rail-highway safety; Interstate highway system preventive maintenance; National Highway System preventive maintenance; and STN connecting highway system preventive maintenance.

Map 2 indicates the location of the specific projects to be implemented over the period covered by this TIP.

In addition to specific street and highway improvement projects, approval of this 2025 – 2028 *TIP* also implies approval of several Wisconsin Department of Transportation “grouped” projects (which are of a region-level scope) when they occur in the Sheboygan Metropolitan Planning Area. These “grouped” projects are classified in the following categories: (1) traffic safety; (2) the statewide highway safety improvement program (HSIP); (3) regional railroad crossing projects; (4) region-wide hazardous waste; (5) wetland mitigation bank; (6) state highway rehabilitation; (7) pavement marking; (8) traffic operations; and (9) maintenance resurfacing. These projects involve work on the state trunk or national highway system and are expected to primarily consist of federal and state transportation funds with minimal funding from within the Sheboygan Metropolitan Planning Area.

Sheboygan MPO, 2025-2028 TIP

Table 6 Calendar Years 2025 - 2028: Street and Highway Improvement Projects (In Thousands of Dollars)																				
Primary Jurisdiction/ Project Sponsor	Project Description	Type of Cost	Jan. - Dec. 2025				Jan. - Dec. 2026				Jan. - Dec. 2027				Jan. - Dec. 2028				Year Open	Air Quality Status
			Federal	State	Local	Total	Federal	State	Local	Total	Federal	State	Local	Total	Federal	State	Local	Total		
Sheboygan County	County Highway EE/Weeden Creek Road County Highway OK/South Business Drive to County Highway KK/South 12th Street Design, Right-of-Way Acquisition and Reconstruction with no Increase in Capacity (4232-00-00 and 4232-00-71) (1.23 mi.) (Highway Preservation)	PE ROW CONST TOTAL	 3,611 3,611 STBG	 0 0	 2,908 2,908	 6,519 6,519													2025	Exempt
TIP ID No.: 372-20-002																				
Wisconsin Department of Transportation	STH 32 County Highway D to State Highway 28 Milling and Overlay of the Existing Asphaltic Pavement (4540-36-00 and 4540-36-71) (10.26 mi.) (Highway Preservation)	PE ROW CONST TOTAL	 3,107 3,107 STBG	 777 777	 80 80	 3,964 3,964													2025	Exempt
TIP ID No.: 372-20-011																				
Wisconsin Department of Transportation	STH 32 County Highway D to State Highway 28 Replacement and Preservation of Several Bridges (4540-34-00 and 4540-34-71) (10.05 mi.) (Highway Preservation)	PE ROW CONST TOTAL	 1441 1441 STBG	 360 360	 0 0	 1,801 1,801													2025	Exempt
TIP ID No.: 372-20-012																				

Sheboygan MPO, 2025-2028 TIP

Wisconsin Department of Transportation	STH 42 Village of Howards Grove Resurfacing (4570-26-00 and 4570-26-71) (0.90 mi.) (Highway Preservation)	PE ROW CONST TOTAL NHPP	 07050705 07050705				2030	Exempt
TIP ID No.: 372-20-013								
City of Sheboygan	North 15th Street STH 42/Calumet Drive to North Avenue Design Leading to Reconstruction with no Increase in Capacity (0.60 mi.) (Highway Preservation)	PE ROW CONST TOTAL	 00200200 00200200			Estimated Construction in 2028 Potential STBG Illustrative only	2032	Exempt
TIP ID No.: 372-22-001								
Sheboygan County	County Highway TA/Taylor Drive Union Avenue to Erie Avenue Reconstruction with no Increase in Capacity (4291-03-70) (1.60 mi.) (Highway Preservation)	PE ROW CONST TOTAL STBG	 3,97503,6937,668 3,97503,6937,668				2025	Exempt
TIP ID No.: 372-22-010								
Wisconsin Department of Transportation	STH 32 STH 42 to STH 57 Design Leading to Resurfacing and Preservation (4540-37-00) (8.02 mi.) (Highway Preservation)	PE ROW CONST TOTAL			240070310 0 0 240070310 STBG	Construction in 2028 TBDTBD	2030	Exempt
TIP ID No.: 372-22-012								
Wisconsin Department of Transportation and City of Sheboygan	STH 28/Washington Avenue/South Business Drive County Highway TA/South Taylor Drive to Wilson Avenue Design Leading to Resurfacing (4640-07-00) (1.50 mi.) (Highway Preservation)	PE ROW CONST TOTAL NHPP	 028595380 028595380				2032	Exempt
TIP ID No.: 372-22-013								

Sheboygan MPO, 2025-2028 TIP

Wisconsin Department of Transportation	STH 32 Sheboygan Falls - Howards Grove STH 23 to STH 42 Resurfacing (4540-35-71) (6.08 mi.) (Highway Preservation)	PE ROW CONST TOTAL										2030	Exempt
						0 0 2,619 655 0 3,274							
						2,619 655 0 3,274							
						STBG							
TIP ID No.: 372-23-002													
Wisconsin Department of Transportation	STH 23 Intersection with CTH TT Reconstruction (1440-41-72) (0.001 mi.) (Highway Safety)	PE ROW CONST TOTAL										2030	Exempt
						0 0 1,914 218 0 2,132							
						1,914 218 0 2,132							
						HSIP							
TIP ID No.: 372-23-012													
Wisconsin Department of Transportation	STH 23 CTH P to STH 32 Resurfacing and Preservation (1440-41-71) (10.53 mi.) (Highway Preservation)	PE ROW CONST TOTAL										2030	Exempt
						0 0 7,294 1,823 0 9,117							
						7,294 1,823 0 9,117							
						NHPP							
TIP ID No.: 372-23-014													
Wisconsin Department of Transportation and Sheboygan County	IH 43 Sheboygan - Manitowoc CTH MM and CTH XX Overpasses Design Leading to Bridge Rehabilitation (1223-19-00 and 1223-19-70) (0.03 mi.) (Highway Preservation)	PE ROW CONST TOTAL	0 161 0 161									2032	Exempt
						0 0							
						0							
						0 161 0 161							
TIP ID No.: 372-23-015													
Wisconsin Department of Transportation Sheboygan County	STH 42 Mueller Rd- CTH Y Resurfacing and Preservation (4630-06-00) (3.72 mi.) (Highway Preservation)	PE ROW CONST TOTAL	0 186 0 186										Exempt
						0 0							
						0							
						0 186 0 186							
						NHPP							
TIP ID No.: 372-23-016													
Wisconsin Department of Transportation Sheboygan County	STH 32 Cedar Grove - Sheboygan Falls CTH V Intersection Reconstruction, Preservation (4540-38-00) and (4540-38-70) (0.001 mi.) (Highway Preservation)	PE ROW CONST TOTAL											Exempt
						0 479 0 479							
						0 0							
						0							
						0 479 0 479							
TIP ID Nos.: 372-23-011; and 372-24-01													

Sheboygan MPO, 2025-2028 TIP

Francis Energy Charging, LLC	I-43/ E 3912 Motel Rd, Sheboygan	PE																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																									
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Sheboygan MPO, 2025-2028 TIP

Wisconsin Department of Transportation TIP ID Nos.: 372-20-004 (for 2023), 372-21-003 (for 2024), 372-22-003 (for 2025), and 372-23-004 (for 2026)	Rail/Highway Crossing Safety Projects Grouped Projects (0.00 mi.) (Highway Safety)	PE ROW CONST TOTAL HSIP-RR	0 0 120 30 0 150 120 30 0 150 HSIP-RR	0 0 120 30 0 150 120 30 0 150 HSIP-RR	0 0 120 30 0 150 120 30 0 150 HSIP-RR	0 0 120 30 0 150 120 30 0 150 HSIP-RR	2025 and 2032 (Shoreline)/ 2030 (Inland)	Exempt
Office of the Commissioner of Railroads TIP ID Nos.: 372-20-007 (for 2023), 372-21-006 (for 2024), 372-22-006 (for 2025), and 372-23-007 (for 2026)	Office of the Commissioner of Railroads (OCR) Rail-Highway Safety Projects Grouped Projects (0.00 mi.) (Highway Safety)	PE ROW CONST TOTAL HSIP-RR	0 0 120 30 0 150 120 30 0 150 HSIP-RR	0 0 120 30 0 150 120 30 0 150 HSIP-RR	0 0 120 30 0 150 120 30 0 150 HSIP-RR	0 0 120 30 0 150 120 30 0 150 HSIP-RR	2025 and 2032 (Shoreline)/ 2030 (Inland)	Exempt
Wisconsin Department of Transportation TIP ID Nos.: 372-20-008 (for 2023), 372-21-007 (for 2024), 372-22-007 (for 2025), and 372-23-008 (for 2026)	Interstate Highway System Preventive Maintenance Projects Grouped Projects (0.00 mi.) (Highway Preservation)	PE ROW CONST TOTAL NHPP	0 0 160 40 0 200 160 40 0 200 NHPP	0 0 160 40 0 200 160 40 0 200 NHPP	0 0 160 40 0 200 160 40 0 200 NHPP	0 0 160 40 0 200 160 40 0 200 NHPP	2025 and 2032 (Shoreline)/ 2030 (Inland)	Exempt
Wisconsin Department of Transportation TIP ID Nos.: 372-20-009 (for 2023), 372-21-008 (for 2024), 372-22-008 (for 2025), and 372-23-009 (for 2026)	National Highway System Preventive Maintenance Projects Grouped Projects (0.00 mi.) (Highway Preservation)	PE ROW CONST TOTAL NHPP	0 0 400 100 0 500 400 100 0 500 NHPP	0 0 400 100 0 500 400 100 0 500 NHPP	0 0 400 100 0 500 400 100 0 500 NHPP	0 0 400 100 0 500 400 100 0 500 NHPP	2025 and 2032 (Shoreline)/ 2030 (Inland)	Exempt

Sheboygan MPO, 2025-2028 TIP

Wisconsin Department of Transportation	STN Connecting Highway System Preventive Maintenance Projects Grouped Projects (0.00 mi.) (Highway Preservation)	PE ROW CONST TOTAL	0 0 400 0 100 500 400 0 100 500 NHPP	0 0 400 0 100 500 400 0 100 500 NHPP	0 0 400 0 100 500 400 0 100 500 NHPP	0 0 400 0 100 500 400 0 100 500 NHPP	2025 and 2032 (Shoreline)/ 2030 (Inland)	Exempt
City of Sheboygan	South Taylor Drive Racetrack Road to Horizon Drive New 2 lane facility (0.45 mi.) (Highway Expansion)	PE ROW CONST TOTAL			TBD TBD TBD TBD			
City of Sheboygan	South 18th Street Stahl Road to Sunnyside Road New 2 lane facility and pedestrian trail (Highway Expansion and Improvement)	PE ROW CONST TOTAL		Potential Construction in 2026 TBD TBD TBD TBD				
NOTES: The following funding codes are used to identify Federal funding sources: CMAQ = Congestion Mitigation and Air Quality Improvement program HSIP = Highway Safety Improvement Program HSIP-RR = Rail-Highway Grade Crossing Set-Aside NHPP = National Highway Performance Program STBG = Surface Transportation Block Grant Program WEVI = Wisconsin Electric Vehicle Infrastructure Plan								
2025 - 2028 Funding Summary: Total Highway Preservation Project Funding = \$47,346,000 Total Highway Safety Project Funding = \$2,132,000 Total Highway Improvement Project Funding = \$1,206,000 Total Highway Expansion Project Funding = \$0								
Source: Wisconsin Department of Transportation, 2024; and Bay-Lake Regional Planning Commission, 2024.								

Financial Plan for this Transportation Improvement Program

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

Table 7 discusses available federal funding for the *2025 – 2028 TIP* in thousands of dollars and demonstrates the ability of available funding sources to implement the projects programmed in the TIP. Programmed expenditures in the TIP have been compared to the funding estimated to be available. Included in Table 7 are federal highway and federal transit funding sources. In the event of the over-programming of funds, the MPO advisory committees will work to resolve the discrepancy; this may involve the use of alternative federal and/or state funding sources.

Table 7 reflects an annual inflation factor of 2.93 percent for programmed expenditures and an estimated inflation factor of 2.00 percent for available funding in nearly all highway and transit programs; exceptions include the transportation alternatives set-aside within the Surface Transportation Block Grant (STBG) Program, the RAISE grant program, CARBON Reduction Program (CRP), and the Congestion Mitigation and Air Quality improvement program (CMAQ), where funding was not inflated at all. Most inflation factors used in this financial plan were based on guidance from staff at the WisDOT Bureau of Planning and Economic Development that was issued to Wisconsin MPOs in the development of their financial plans for their long-range transportation plans and TIPs in June of 2024; the Sheboygan Parking and Transit Utility consulted with the MPO on transit-related inflation factors.

Table 7 indicates that the following street and highway, and bicycle and pedestrian project categories in the *2025 – 2028 TIP* are adequately funded when taken as a whole for the program period:

- National Highway Performance Program (NHPP), including what were National Highway System and Interstate Maintenance funding sources under SAFETEA-LU, and funding bridge improvements on the National Highway System. Five regular NHPP projects are funded in Table 6, while three categories of WisDOT “grouped” NHPP projects are funded in Table 6.

Sheboygan MPO, 2025-2028 TIP

Table 7 Programmed and Available Federal Funding for the 2025 - 2028 TIP (In Thousands of Dollars)											
Funding Source		Programmed Expenditures					Estimated Available Funding				
Agency	Program	2025	2026	2027	2028	Total	2025	2026	2028	2029	Total
Federal Highway Administration (FHWA)	National Highway Performance Program (NHPP)	2,397	8,254	960	2,166	13,777					
	Surface Transportation Block Grant Program (STBG)	12,134	2,619	240	6,695	21,688					
	Highway Safety Improvement Program (HSIP)	96	2,069	2,630	105	4,899					
	Rail-Highway Grade Crossing Set-Aside (HSIP-RR)	240	247	254	262	1,003					
	Transportation Alternatives Program (TA)	140	140	140	140	560	1,444	1,444	1,444	1,444	5,778
	Rebuilding American Infrastructure with Sustainability and Equity Grant (RAISE)	0	0	0	5,342	5,342					
	Carbon Redusction Program (CRP)	0	0	0	0	0	417	209	209	TBD	834
	Total	15,007	13,329	4,224	14,709	47,269	13,734	13,652	15,273	14,059	56,718
	Federal Transit Administration (FTA)	Section 5304	40	0	0	0	40	0	0	0	0
Section 5307 - Sheboygan Urbanized Area Operating Expenses		1,294	1,307	1,320	1,333	5,255	1,294	1,307	1,320	1,333	5,254
Section 5307 - Sheboygan Urbanized Area Operating and Capital (CARES Act)		91	105	118	132	446	91	105	118	132	446
Section 5310		58	478	60	58	654	58	478	58	58	652
Section 5311 (WETAP)		0	0	0	0	0	0	0	0	0	0
Section 5339		0	0	1,960	0	1,960	541	552	563	574	2,230
Total		1,484	1,889	3,458	1,523	8,354	1,984	2,442	2,059	2,097	8,582
FHWA and FTA (All Modes)	Congestion Mitigation and Air Quality Improvement Program (CMAQ)	0	2,100	0	0	2,100	1,000	1,000	1,000	1,000	4,000

NOTES:

- (1) Totals may not be completely consistent with the sum of individual cell entries due to rounding error.
- (2) With the exception of the transportation alternatives (TA) set-aside in the Surface Transportation Block Grant (STBG) program, the RAISE grant and CMAQ, all highway- and enhancement-related programmed expenditures were adjusted to reflect an annual inflation rate of 2.93 percent. With the exception of the TA set-aside in the STBG program, CMAQ and CRP, all highway- and enhancement-related estimated available funding was adjusted to reflect an annual inflation rate of 2.00 percent. Funds under the TA set-aside the STBG program and under CMAQ were not adjusted to reflect inflation under either programmed expenditures or estimated available funding. These adjustments were made per WisDOT guidance updated in August 2024.
- (3) Total transit operating expenses were adjusted to reflect an annual inflation rate of 1.0 percent. These adjustments were made through consultation with staff of the Sheboygan Parking and Transit Utility (Shoreline Metro).
- (4) With the exception of CMAQ, all transit capital programmed expenditures were adjusted to reflect an annual inflation rate of 2.93 percent, while all transit capital estimated available funding was adjusted to reflect an annual inflation rate of 2.00 percent. CMAQ funds were not adjusted to reflect inflation under either programmed expenditures or estimated available funding. These adjustments were made per WisDOT guidance updated in July 2023, as well as through consultation with staff of the Sheboygan Parking and Transit Utility (Shoreline Metro).

Source: Bay-Lake Regional Planning Commission, 2024.

- Surface Transportation Block Grant (STBG) program, including projects that were originally included under the STP funding category, as well as any bridge improvements off the National Highway System in SAFETEA-LU, along with the STP Urban and the Transportation Alternatives programs in SAFETEA-LU and in MAP-21. Eight regular STBG projects are funded in Table 6, while one category of WisDOT “grouped: STBG projects is funded in Tables 5, this project involves a transportation alternatives set-aside.
- Highway Safety Improvement Program (HSIP): Two categories of regular WisDOT projects and one category of WisDOT “grouped” HSIP projects are funded in Table 6.
- Rail-Highway Grade Crossing Set-Aside (HSIP-RR): Two categories of WisDOT “grouped” HSIP-RR projects are funded in Table 6.
- One Capital project to replace five 35-foot buses has been applied for Congestion Mitigation and Air Quality Improvement Program (CMAQ) funding but has not been awarded yet for the period of this TIP.
- Carbon Reduction Program: two projects have applied for the CRP funding but have not been awarded yet for the period of this TIP.
- Rebuilding American Infrastructure with Sustainability and Equity (RAISE) grant program: One RAISE project is funded in Table 5.

As far as transit is concerned:

- Section 5307 transit operational funds will be available in stable amounts for the regular operations of Shoreline Metro over the program period, as noted in Table 1.
- Special FTA Section 5307 funds provided through the “Coronavirus Aid, Relief, and Economic Security” (CARES) Act will be available to assist with transit operating expenses (offsetting some of the regular municipal share as well as some farebox revenue) from 2025 through 2028. Special FTA Section 5307 funds provided through the CARES Act will also fund two (2) medium size buses at Shoreline Metro for paratransit operations in 2025.
- One Capital project to replace five 35-foot buses has been applied for Congestion Mitigation and Air Quality Improvement Program (CMAQ) funding but has not been awarded yet for the period of this TIP.
- The Sheboygan County Aging and Disability Resource Center (ADRC) applied for and is anticipated to receive Section 5310 funding for its Enhanced Volunteer Driver Program and for two (2) medium sized replacement vehicles for 2025.

Annual roadway and transit revenue estimates for the Sheboygan metropolitan planning area are shown in Table 8. Table 8 shows average annual funding for roadway construction, roadway

maintenance and operations, transit operating, and transit capital. For maintenance and operations involving state trunk highways, an average of \$4,856,000 in federal and state funding is provided in the metropolitan planning area. For maintenance and operations involving local roadways, an average of \$1,300,000 in federal and state funding is provided, while an average of \$10,067,000 in local funding is provided in the metropolitan planning area. For maintenance and operations involving transit, an average of \$2,921,000 in federal and state funding, \$682,000 in local funding, \$524,000 in farebox revenues, and \$134,000 in other revenues is provided for the one transit operation (Shoreline Metro) in the metropolitan planning area.

Table 8 Annual Roadway and Transit Revenue Estimates for the Sheboygan Metropolitan Planning Area (In Thousands of Dollars)		
Roadway Construction		Average Annual Funding
Funding Program		
State Highways		
Federal/State Funding	Combined Backbone and Non-Backbone	\$5,554
Local Roadways		
Federal/State Funding	STBG Urban, Local Road Improvement Program (LRIP), Federal Safety Programs, 70% of General Transportation Aids, and 70% of Connecting Highway Aids	\$4,856
Local Funding	Total County and Local Revenue (from Wisconsin Department of Revenue), Less Federal/State Funding Estimate	\$3,225
Subtotal of Local Roadways		\$8,081
Subtotal		\$13,634
Roadway Maintenance and Operations		Average Annual Funding
Funding Program		
State Highways		
Federal/State Funding	State Trunk Highway Maintenance and Operations and State Highway Rehabilitation (SHR) Bridges	\$3,641
Local Roadways		
Federal/State Funding	30% of General Transportation Aids and 30% of Connecting Highway Aids	\$1,300
Local Funding	Total County and Local Revenue (from Wisconsin Department of Revenue), Less Federal/State Funding Estimate	\$10,067
Subtotal of Local Roadways		\$11,367
Subtotal		\$15,008
Total		\$28,642
Transit Operating		Average Annual Funding
Funding Program		
Federal/State Funding	FTA Section 5307 Operating Funding, HUD Community Development Block Grant (CDBG) Funding, and WisDOT Sections 85.20 and 85.205 Funding	\$2,921
Local Funding	Operating Funding from the Cities of Sheboygan and Sheboygan Falls, the Village of Kohler, and the Sheboygan Area School District	\$682
Farebox Revenue	Revenues from Cash Fares, Monthly and Day Passes, etc.	\$524
Other Revenue	Revenues from Advertising, Investments and Other Miscellaneous Sources	\$134
Total		\$4,261
Transit Capital		Average Annual Funding
Funding Program		
Federal Funding	FTA Section 5339 and CMAQ Capital Funding	\$89
Local Funding	City of Sheboygan Local Funding	\$177
Other Funding	Other Funding Sources (Volkswagen Settlement, etc.)	\$97
Total		\$363
Source: Wisconsin Department of Revenue, 2013 - 2016; Wisconsin Department of Transportation, 2018 and 2019; Bureau of Labor Statistics, <i>CPI Inflation Calculator</i> , 2014 - 2019; Shoreline Metro, 2018 and 2019; and Bay-Lake Regional Planning Commission, 2019, 2020, 2021, 2022 and 2023.		

IMPLEMENTATION STATUS OF PROJECTS RECOMMENDED FOR 2024 IN THE SHEBOYGAN METROPOLITAN PLANNING AREA TIP

Several projects have been completed in the Sheboygan Metropolitan Planning Area since the TIP process began. Street and highway projects recommended for 2024 in the *2024 – 2027 TIP* which are completed or in progress at the end of 2024 are identified on Map 3. Table 9 indicates a summary of the progress made on transit operations and capital items, elderly and disabled transportation operations and capital items, bicycle and pedestrian transportation projects, and street and highway improvement projects which were scheduled for 2024 in the *2024 – 2027 TIP*. Table 9 identifies projects scheduled in the *2024 – 2027 TIP* for 2024, and includes information such as project location, jurisdiction, project description, and project status.

Sheboygan MPO, 2025-2028 TIP

Table 9 Implementation Status of Projects Recommended for 2024 Transportation Improvement Program for the Sheboygan Metropolitan Planning Area			
Project Location	Jurisdiction	Project Description	Project Status
CTH EE/Weeden Creek Road CTH OK/South Business Drive to CTH KK/South 12th Street	Sheboygan County	Design Leading to Reconstruction with no Increase in Capacity in 2025	Construction in 2025
North 15th Street STH 42/Calumet Drive to North Avenue	City of Sheboygan	Design Leading to Reconstruction with no Increase in Capacity	Design in Progress; Design to be completed in 2025.
County Highway TA/Taylor Drive Union Avenue to Erie Avenue	Sheboygan County	Reconstruction with no Increase in Capacity	In Progress; Project to be Completed in late 2024
Fond du Lac Avenue STH 32/Main Street to Oak Street	City of Sheboygan Falls	Design Leading to Reconstruction with no Increase in Capacity	Construction scheduled for 2028
STH 32 STH 42 to STH 57	Wisconsin Department of Transportation	Design Leading to Resurfacing and Preservation with no Increase in Capacity	Design in 2027 and Construction Scheduled for 2028
STH 28/Washington Avenue/South Business Dr. County HWY TA/South Taylor Drive to Wilson Avenue	Wisconsin Department of Transportation	Design Leading to Resurfacing	Design in Progress
North 25th Street Superior Avenue to North Avenue	City of Sheboygan	Design Leading to Resurfacing	Design in Progress; Design to be completed in 2024. Construction scheduled for 2025
STH 32 Sheboygan Falls - Howards Grove STH 23-STH 42	Wisconsin Department of Transportation	Resurfacing	Construction in 2026
STH 32 Ceder Grove - Sheboygan Falls Intersection with CTH V	Wisconsin Department of Transportation	Design Leading to Reconstruction/preservation	Design in 2026 and Construction Scheduled for 2027
IH 43 Sheboygan - Manitowoc CTH MM and CTH XX Overpasses	Wisconsin Department of Transportation and Sheboygan County	Design Leading to Bridge Rehabilitation	Design in 2024, construction scheduled for 2028
Transportation Access to Public Health Options: A Study for the Bay-Lake Region	Bay-Lake Regional Planning Commission	Study Only	In Progress; Project to be Completed in 2025
Sheboygan County, Transportation Planning/Feasibility Study	Bay-Lake Regional Planning Commission	Study Only	Completed
Shoreline Metro Service Area	Sheboygan Parking and Transit Utility	Operation of Shoreline Metro	Completed
Sheboygan County	Sheboygan County	Enhanced Volunteer Driver Program	Completed
Source: Bay-Lake Regional Planning Commission, 2024.			

AIR QUALITY CONFORMITY STATEMENT

The air quality conformity statement for this 2025 – 2028 *TIP* can be found in Appendix C. The *Year 2050 SATP* (and this 2025-2028 *TIP* which implements that plan) demonstrates conformity against a State Implementation Plan (SIP) in which USEPA found motor vehicle emission budgets adequate for the Shoreline and Inland portions of Sheboygan County; emission budgets in the SIP were developed using the MOVES 3.0.2 emissions estimating model, and the conformity analysis found in Appendix C utilized emission factors produced by MOVES 3.0.2 to demonstrate conformity for all of Sheboygan County.

STATEMENT OF IMPACTS OF TIP PROJECTS ON ENVIRONMENTAL JUSTICE

Taken as a whole, the projects in this Transportation Improvement Program, together with the other publicly and privately funded transportation improvements and services provided in the Sheboygan Metropolitan Planning Area, do not impose disproportionately high and adverse impacts on minority populations and/or low-income populations. Furthermore, the benefits of the transportation improvements and services provided are reasonably distributed to serve the needs of all populations in the area. These statements are based on the analysis summarized in Appendix E of this 2025-2028 *TIP*.

EXPEDITED PROJECT SELECTION PROCEDURES

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

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

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

PUBLIC PARTICIPATION PROCESS

In 2024, the Bay-Lake Regional Planning Commission updated its Public Participation Plan for all transportation plans and programs developed for the Sheboygan MPO. The following narrative outlines the public involvement process used in the development of this *2025 – 2028 TIP* for the Sheboygan Metropolitan Planning Area.

The Bay-Lake Regional Planning Commission published a Notice of Request for Comment on the draft *2025 – 2028 Transportation Improvement Program* for the Sheboygan Metropolitan Planning Area in a local newspaper as well as through social media. This notice informed the public of the availability of draft copies of the TIP at key locations in the Sheboygan Metropolitan Planning Area and solicited public input on the draft TIP. This Notice of Request

for Comment was also mailed to individuals and organizations on the MPO Public Participation Plan mailing list. This Notice of Request for Comment listed approximate and actual dates of all significant meetings and hearings concerning the TIP and included a public hearing announcement. Draft copies of the TIP were made available (at five public review locations in the Sheboygan area as well as on the Sheboygan MPO webpage linked to the Bay-Lake Regional Planning Commission website) for a period of 30 days. A public hearing on the draft TIP was held during this review period.

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

The following was the schedule of events for public involvement in the development of the 2025-2028 TIP:

September 5, 2024

A Sheboygan Technical and Policy Advisory committee meeting was held to have a preliminary discussion on the projects involved in 2025-2028 TIP. This meeting was open to the public and a meeting notice and agenda was sent to newspaper publishers one week before the meeting.

September 16, 2024

The TIP was released for a 30-day public review period, the TIP was available for public review through October 17, 2024. A Notice of Request for comment and Public Hearing on the draft *2025 – 2028 Transportation Improvement Program (TIP)* for the Sheboygan Metropolitan Planning Area was published in local newspaper, sent to other local media, and publicized via social media. The draft copy was distributed to five locations in the Sheboygan Metropolitan Planning Area and on the MPO webpage on the Bay-Lake Regional Planning Commission website.

September 16, 2024

Notice of Request for Public Comment on the draft *2025 – 2028 TIP* was made available to individuals and organizations on the MPO Public Participation Plan mailing list.

October 17, 2024

A Public hearing of the 2025 – 2028 TIP was held as a part of the Sheboygan Technical and Policy Advisory committee meeting. Only one member of the public was present who had provided their comment via email prior to the public hearing and the comments were reviewed with the members of the committee. Following the public hearing and review of the 2025 – 2028 TIP, the committee recommended the approval of the 2025 – 2028 TIP.

Comments/questions received on the 2025-2028 TIP

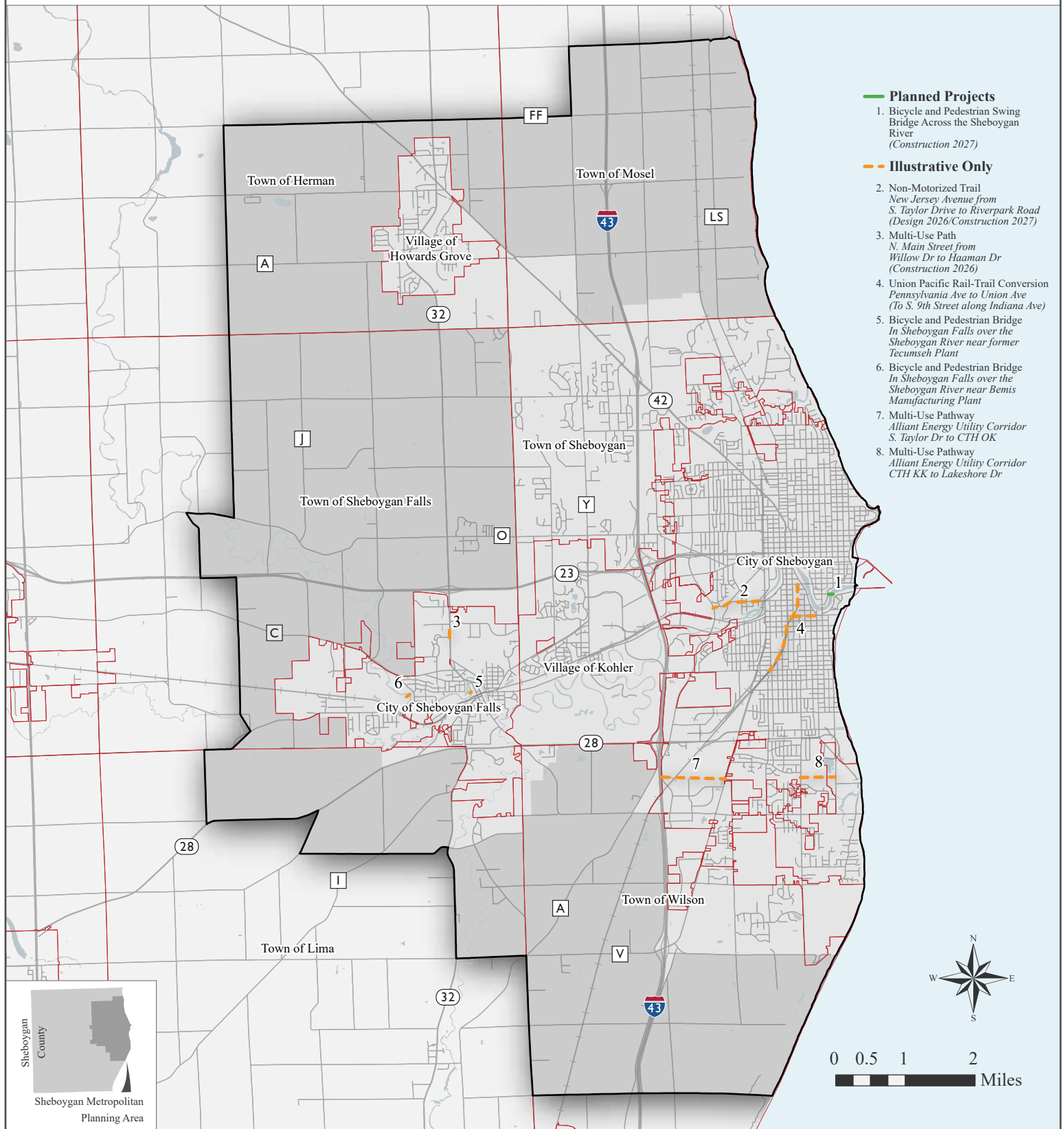
- Will Sheboygan County's Transportation planning and feasibility study's results/findings be added to the TIP?
- The Union Pacific Rails-Trails Conversion project from Pennsylvania Ave to Union Ave is still as illustrative project, to be completed in 2027. It is recommended prioritizing that project to find funding.
- County highway TA/Taylor Drive from Union Ave to Erie Ave project is anticipated to be completed in 2024?
- The project CTH TT/STH 23 is a J turn intersection. How close are the counts and difficulties in this being a full interchange. The individual commented that they support a full interchange over a J turn.

These comments/questions were addressed during the meeting. The meeting minutes can be found on the Sheboygan MPO webpage. <https://baylakerpc.org/sheboygan-mpo/about/sheboygan-mpo-technical-and-policy-advisory-committee-joint-meetings>

Bicycle and Pedestrian Projects: 2025 - 2028 TIP

Sheboygan Metropolitan Planning Area - Sheboygan County, Wisconsin

Map 1



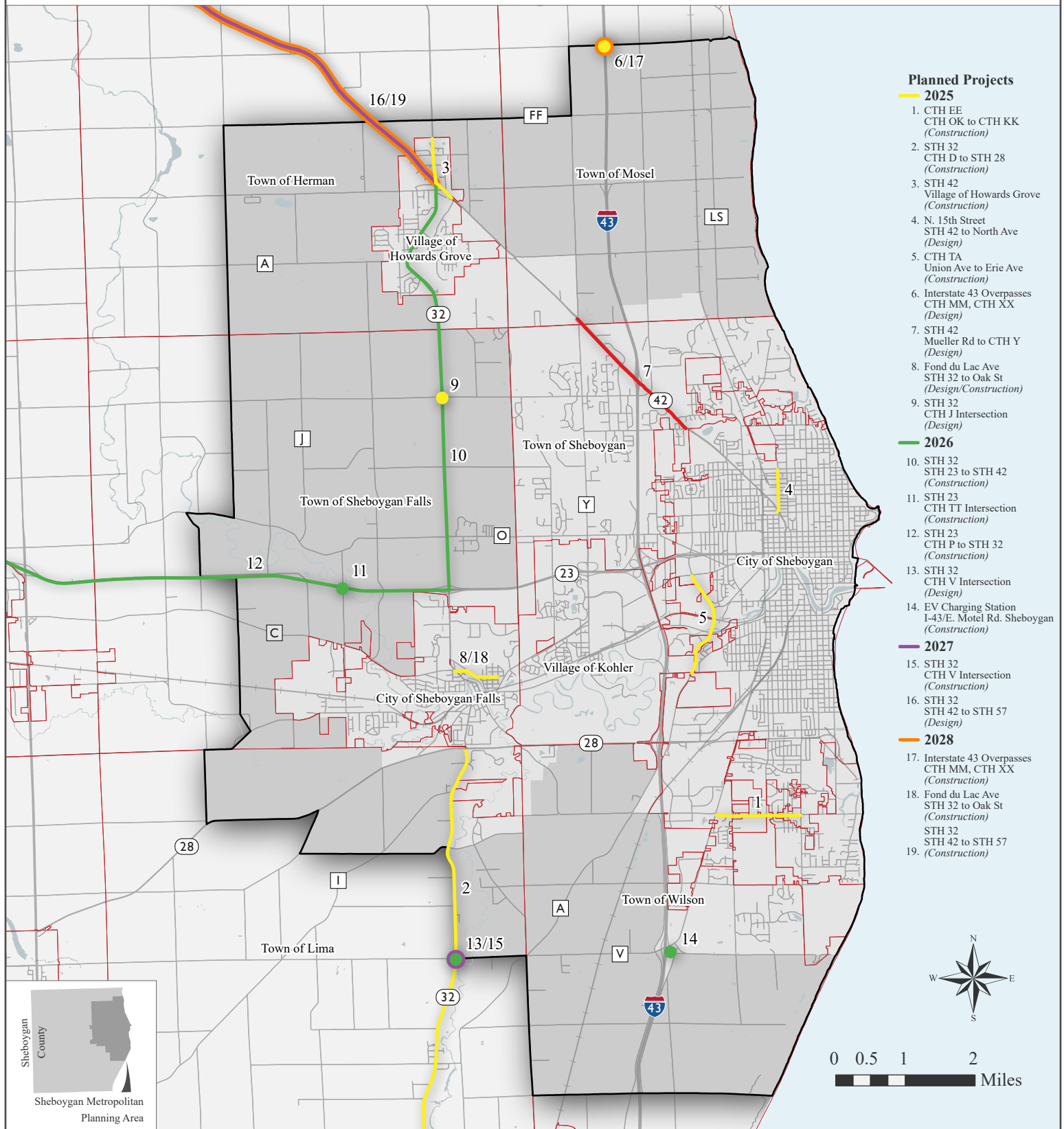
Disclaimer: This map is neither a legally recorded map nor a survey, and is not intended to be used as one. This drawing is a compilation of records, information, and data to be used for reference purposes only. Bay-Lake RPC is not responsible for any inaccuracies contained herein.

Sources: US Census Bureau, 2020 Census and ACS 2018-2022 ; WDNR, 2021; WisDOT, 2023, 2024; Sheboygan County, 2024; Bay-Lake RPC, 2024.

Street and Highway Improvement Projects: 2025 - 2028 TIP

Sheboygan Metropolitan Planning Area - Sheboygan County, Wisconsin

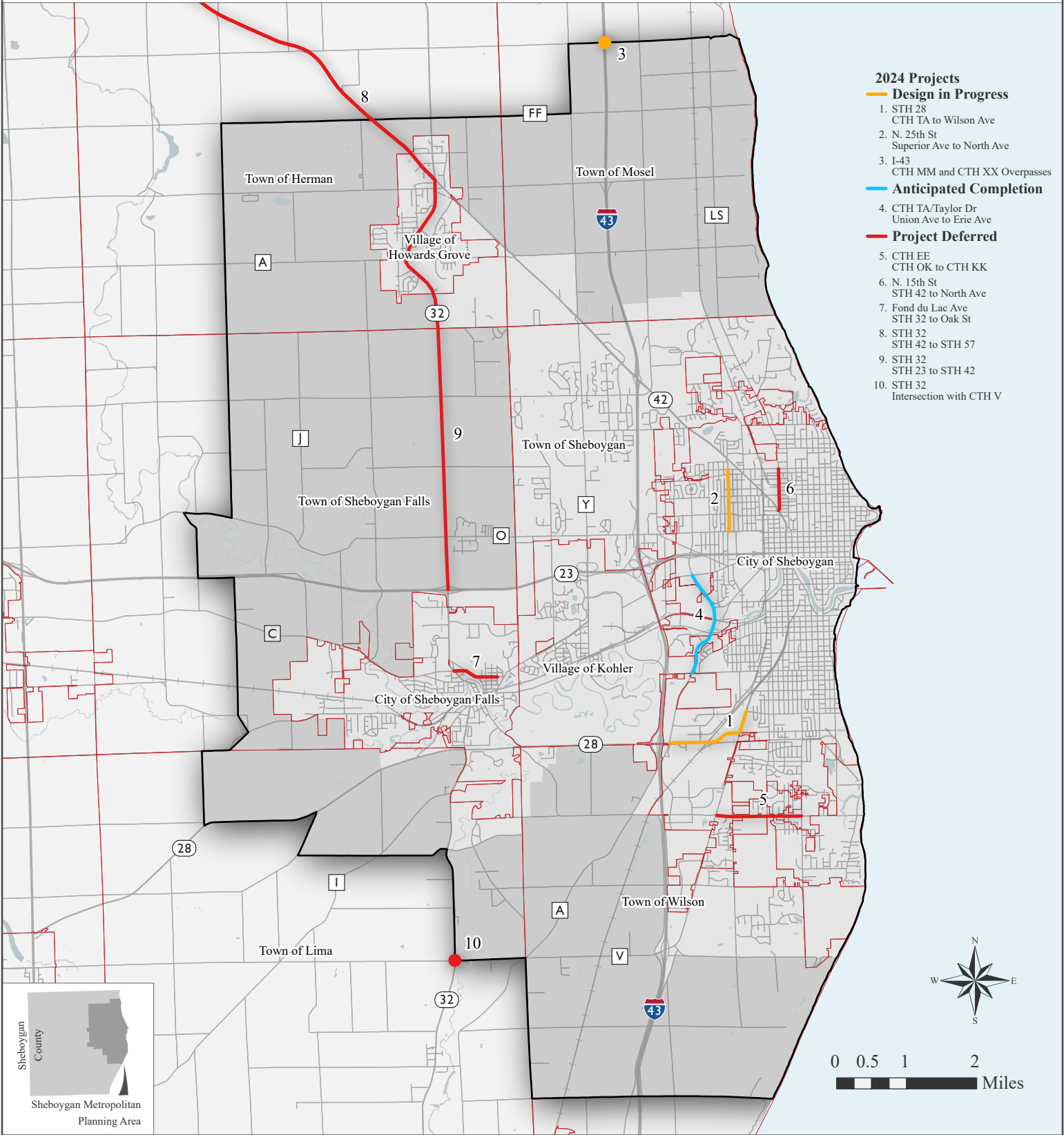
Map 2



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

Sources: US Census Bureau, 2020 Census and ACS 2018-2022 ; WDNR, 2021; WisDOT, 2023, 2024; Sheboygan County, 2024; Bay-Lake RPC, 2024.

Implementation Status of Street and Highway
Improvement Projects Recommended for 2024
Sheboygan Metropolitan Planning Area - Sheboygan County, Wisconsin



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

Sources: US Census Bureau, 2020 Census and ACS 2018-2022 ; WDNR, 2021; WisDOT, 2023, 2024; Sheboygan County, 2024; Bay-Lake RPC, 2024.

APPENDIX A

GLOSSARY OF TERMS

GLOSSARY OF TERMS

ACQUI	- Acquisition
ADA	- Americans with Disabilities Act of 1990
BIL	- Bipartisan Infrastructure Law. This most recent surface transportation reauthorization act as signed into law in November, 2021. The BIL is also known as the “Infrastructure Investment and Jobs Act” (IIJA).
CAAA	- Clean Air Act Amendments of 1990
CMAQ	- Congestion Mitigation and Air Quality Improvement Program is the Federal funding source.
CONST	- Construction
CRP	- Carbon Reduction Program
CTH	- County Trunk Highway
FAST Act	- The “Fixing America’s Surface Transportation” Act (Federal surface transportation authorization legislation approved and signed into law in 2015)
FHWA	- Federal Highway Administration
FTA	- Federal Transit Administration
HSIP	- Highway Safety Improvement Program is the Federal funding source.
HSIP-RR	- Rail-Highway Grade Crossing Set-Aside
IH	- Interstate Highway
MAP-21	- The “Moving Ahead for Progress in the 21 st Century” Act (Federal surface transportation authorization legislation approved and signed into law in 2012)
MPO	- Metropolitan Planning Organization
NAAQS	- National Ambient Air Quality Standards
NHPP	- National Highway Performance Program is the Federal funding source; this includes the former National Highway System, Interstate Maintenance, and Bridge Replacement and Rehabilitation programs (on the Enhanced National Highway System) that were in SAFETEA-LU.
NMTPP	- Non-Motorized Transportation Pilot Program is the Federal funding source; this was an earmark for Sheboygan County in SAFETEA-LU
NO _x	- Oxides of Nitrogen
PE	- Preliminary Engineering

ROW - Right-of-Way Acquisition

SAFETEA-LU - Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users
(adopted in 2005, and expired on September 30, 2012)

STBG - Surface Transportation Block Grant Program (includes the Surface Transportation Program in SAFETEA-LU, the former Bridge Rehabilitation and Replacement program (off the Enhanced National Highway System) in SAFETEA-LU, and the Surface Transportation Urban Program (STP-Urban) in SAFETEA-LU and in MAP-21). STBG also includes what was the Transportation Alternatives program in MAP-21, which included what were the former Transportation Enhancements, Safe Routes to School, and Recreational Trails programs in SAFETEA-LU.

STH - State Trunk Highway

TIP - Transportation Improvement Program

VOC - Volatile Organic Compounds

WEVI - Wisconsin Electric Vehicle Infrastructure Program

WisDOT - Wisconsin Department of Transportation

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

PROCEDURES FOR THE INVOLVEMENT OF PRIVATE ENTERPRISE IN TRANSIT PROGRAMS

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

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

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

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

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

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

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

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APPENDIX C
AIR QUALITY CONFORMITY STATEMENT
2025 – 2028 SHEBOYGAN METROPOLITAN PLANNING AREA
TRANSPORTATION IMPROVEMENT PROGRAM

ASSESSMENT OF CONFORMITY OF THE UPDATE TO THE YEAR 2050 SHEBOYGAN AREA TRANSPORTATION PLAN (SATP) AND THE 2025 – 2028 SHEBOYGAN METROPOLITAN PLANNING AREA TRANSPORTATION IMPROVEMENT PROGRAM (TIP) WITH RESPECT TO THE STATE OF WISCONSIN AIR QUALITY IMPLEMENTATION PLAN

In April 2023, the Bay-Lake Regional Planning Commission submitted an assessment of the conformity of the fiscally constrained Update to the *Year 2050 Sheboygan Area Transportation Plan (SATP)* and the *2023 – 2026 Sheboygan Metropolitan Planning Area Transportation Improvement Program (TIP)* with respect to the State of Wisconsin Air Quality Implementation Plan (SIP). Results from the regional emissions analysis attendant to that conformity assessment can be found in Tables C.1 through C.3. The *Year 2050 SATP* and the *2023 – 2026 Sheboygan Metropolitan Planning Area TIP* were determined by the U.S. Department of Transportation, Federal Highway and Transit Administrations, to be in conformity with the 2008 ozone National Ambient Air Quality Standard (NAAQS) for the Shoreline Sheboygan County and Inland Sheboygan County, Wisconsin, maintenance areas as well as with the 2015 ozone NAAQS for the partial Sheboygan County, nonattainment area, in May 2023.

The Bay-Lake Regional Planning Commission has now completed the preparation of the draft *2025 – 2028 Sheboygan Metropolitan Planning Area TIP*. The draft *2025 – 2028 TIP* can be found on the Bay-Lake Regional Planning Commission website at:
[https://baylakerpc.org/sheboygan-mpo/transportation-improvement-program-tip\(.\)](https://baylakerpc.org/sheboygan-mpo/transportation-improvement-program-tip(.))

The *2025 – 2028 TIP* is an update and extension of the previous *2024 – 2027 TIP* (as amended) and is fully consistent with the *Year 2050 SATP*. The *2025 – 2028 TIP* includes projects that should be initiated to implement the *Year 2050 SATP*, and no project is programmed in the *2025 – 2028 TIP* which is not included in the *Year 2050 SATP*. The regional emissions analysis prepared for the *Year 2050 SATP*, which was approved May 2023, by the U.S. Department of Transportation, Federal Highway and Transit Administrations, applies to, and is consistent with, the proposed *2025 – 2028 TIP*.

Therefore, the Bay-Lake Regional Planning Commission is requesting that the *Sheboygan Metropolitan Planning Area TIP: Calendar Years 2025 – 2028* be determined to conform to the 2008 ozone NAAQS for the Shoreline Sheboygan County, and Inland Sheboygan County maintenance areas and the 2015 ozone NAAQS for the partial Sheboygan County nonattainment area. The regional emissions analysis performed and approved in April 2023 on the fiscally constrained the *Year 2050 SATP* and on the *2024 – 2027 TIP* would generally be unchanged under this *2025 – 2028 TIP*.

The *TIP* includes the projects which must be started in the *TIP's* time frame in order to achieve the highway and transit systems envisioned in the *Year 2050 SATP*. All projects in the *2025 – 2028 TIP* which are regionally significant are consistent with, and included in, the *Year 2050*

SATP. The design concept, scope, and schedule of each regionally significant project proposed in the 2025 – 2028 *TIP* is not significantly different from that described in the *Year 2050 SATP*.

Table C.1 shows conformity tests of the *Year 2050 SATP* and the 2025 – 2028 *TIP* for the Inland Sheboygan County Maintenance Area for the 2008 Ozone NAAQS. Projected emissions for volatile organic compounds (VOCs) and for nitrogen oxides (NOx) are below 2030 budgets in 2030, 2040 and 2050, thus meeting the budget test for conformity.

Table C.1: Conformity Tests of the *Year 2050 SATP* and the 2025 – 2028 *TIP*: Inland Sheboygan County Maintenance Area for the 2008 Ozone National Ambient Air Quality Standard: 2030, 2040 and 2050

Area	Conformity Analysis			Forecast Pollutant Emissions (Tons)*			
				Volatile Organic Compounds		Nitrogen Oxides	
	Test	Year	Month	Test Value (Not to be Exceeded)	Forecast Emissions	Test Value (Not to be Exceeded)	Forecast Emissions
Inland Sheboygan County, Maintenance Area for the 2008 Ozone NAAQS	Budget Test	2030	July	0.3400	0.2299	0.5400	0.3771
		2040	July	0.3400	0.1860	0.5400	0.3224
		2050	July	0.3400	0.1836	0.5400	0.3619

* The state implementation Plan budget established for volatile organic compounds (VOCs) was 0.6500 tons for 2020 and 0.3400 tons for 2023. The budget established for nitrogen oxides (NOx) was 1.1600 tons for 2020 and 0.5400 tons for 2030.

Source: Wisconsin Department of Natural Resources, 2019 and 2023; and Bay-Lake Regional Planning Commission, 2024.

Table C.2 shows conformity tests of the *Year 2050 SATP* and the 2025 – 2028 *TIP* for the Shoreline Sheboygan County Maintenance Area for the 2008 Ozone NAAQS. Projected emissions for volatile organic compounds (VOCs) and for nitrogen oxides (NOx) are below the 2025 budgets in 2025 and are below 2032 budgets in 2032, 2042 and 2050, thus meeting the budget test for conformity.

Table C.2: Conformity Tests of the *Year 2050 SATP* and the *2025 – 2028 TIP*: Shoreline Sheboygan County Maintenance Area for the 2008 Eight-Hour Ozone National Ambient Air Quality Standard: 2025, 2032, 2042 and 2050

Area	Conformity Analysis			Forecast Pollutant Emissions (Tons)*			
				Volatile Organic Compounds		Nitrogen Oxides	
	Test	Year	Month	Test Value (Not to be Exceeded)	Forecast Emissions	Test Value (Not to be Exceeded)	Forecast Emissions
Shoreline Sheboygan County Maintenance Area for the 2008 Ozone NAAQS	Budget Test	2025	July	0.5000	0.3964	1.000	0.7115
		2032	July	0.3600	0.2843	0.7700	0.4871
		2042	July	0.3600	0.2418	0.7700	0.4254
		2050	July	0.3600	0.2403	0.7700	0.4387

*The State Implementation Plan budget for volatile organic compounds was 0.5000 tons and 0.3600 tons for 2025 and 2032 respectively. and for nitrogen oxides was 1.0000 tons for 2025 and 0.7700 tons for 2032.

Source: Wisconsin Department of Natural Resources, 2019 and 2023; and Bay-Lake Regional Planning Commission, 2024.

Table C.3 shows conformity tests of the *Year 2050 SATP* and the *2025 – 2028 TIP* for the Shoreline Sheboygan County Nonattainment Area for the 2015 Ozone NAAQS. Projected emissions for volatile organic compounds (VOCs) and for nitrogen oxides (NOx) are below 2025 budgets in 2025 and are below 2032 budgets in 2032, 2042 and 2050, thus meeting the budget test for conformity. The 2015 ozone NAAQS nonattainment area is similar to, but larger than, the Shoreline Sheboygan County maintenance area for the 2008 Ozone NAAQS. As budgets have not been developed specifically for the Sheboygan County Nonattainment Area for the 2015 Ozone NAAQS, the budgets from the *Redesignation Request and Maintenance Plan for the Shoreline Sheboygan County, Wisconsin, 1997 and 2008 8-Hour Ozone Nonattainment Area* are also being used for this budget test.

Table C.3: Conformity Tests of the *Year 2050 SATP* and the *2025 – 2028 TIP*: Sheboygan County Nonattainment Area for the 2015 Ozone National Ambient Air Quality Standard: 2025, 2032, 2042 and 2050

Area	Conformity Analysis			Forecast Pollutant Emissions (Tons)*			
				Volatile Organic Compounds		Nitrogen Oxides	
	Test	Year	Month	Test Value (Not to be Exceeded)	Forecast Emissions	Test Value (Not to be Exceeded)	Forecast Emissions
Sheboygan County, Nonattainment Area for the 2015 Ozone NAAQS	Budget Test	2025	July	0.5000	0.4537	1.000	0.7992
		2032	July	0.3600	0.3328	0.7700	0.5511
		2042	July	0.3600	0.2994	0.7700	0.4852
		2050	July	0.3600	0.3218	0.7700	0.5057

* The State Implementation Plan budget for volatile organic compounds was 0.5000 tons for 2025 and was 0.3600 tons for 2032 and for nitrogen oxides was 1.0000 tons for 2025 and was 0.7700 tons for 2032.

Source: Wisconsin Department of Natural Resources, 2019 and 2023; and Bay-Lake Regional Planning Commission, 2024.

This conformity analysis indicates that the *Year 2050 SATP* and the *2025 – 2028 TIP* are consistent with the mobile sector goals of the *Redesignation Request and Maintenance Plan for the Inland Sheboygan County, Wisconsin, 1997 and 2008 8-Hour Ozone Nonattainment Area* and the *Redesignation Request and Maintenance Plan for the Shoreline Sheboygan County, Wisconsin, 1997 and 2008 8-Hour Ozone Nonattainment Area* prepared by the WDNR and approved for transportation conformity purposes by the USEPA.

For further information and to view the detailed Assessment of the Conformity of the Year 2050 SATP and 2025-2028 TIP please visit the website below and view Appendix C of the Year 2050 SATP.

<https://long-range-baylakerpc.hub.arcgis.com/>

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APPENDIX D
FINANCIAL CAPACITY ASSESSMENT OF
SHORELINE METRO

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FINANCIAL CAPACITY ASSESSMENT OF SHORELINE METRO

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

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

In accordance with the requirements of FTA Circular 7008.1A, the Bay-Lake Regional Planning Commission, as the MPO for the Sheboygan Metropolitan Planning Area, has assessed the financial capacity of programmed operating and capital expenditures of Shoreline Metro. Interested readers are referred to Table D.1 for additional information on operating revenues and expenses (actual, estimated and projected) for the period between 2020 and 2028. Readers are also referred to Table D.2 for additional information concerning financial measures of effectiveness for Shoreline Metro for the period between 2020 and 2028. Detailed operating and capital expense information has also been analyzed in the preparation of several chapters of the *Shoreline Metro Transit Development Program (TDP)*, which was approved in early 2021. It is important to note that there were no negative comments concerning the financial condition of Shoreline Metro expressed in an FTA Triennial Review which took place on May 17 and June 3, 2021.

Table D.1 2020 to 2028 Shoreline Metro Operating Expenses and Revenues (In Thousands of Dollars)									
	ACTUAL				ESTIMATE	PROJECTED			
	2020	2021	2022	2023	2024	2025	2026	2027	2028
TOTAL OPERATING REVENUES (farebox and other revenues)	\$499	\$582	\$1,134	\$641	\$703	\$699	\$680	\$690	\$700
TOTAL OPERATING EXPENSES*	\$3,843	\$3,902	\$4,747	\$4,259	\$4,208	\$4,273	\$4,301	\$4,349	\$4,405
OPERATING DEFICIT	\$3,345	\$3,320	\$3,613	\$3,618	\$3,505	\$3,574	\$3,621	\$3,659	\$3,705
PUBLIC OPERATING ASSISTANCE:									
FTA SECTION 5307	\$1,100	\$1,234	\$1,547	\$1,629	\$1,737	\$1,762	\$1,307	\$1,320	\$1,340
OTHER FEDERAL FUNDING	\$822	\$218	\$634	\$691	\$42	\$100	\$137	\$151	\$151
WisDOT SECTION 85.20	\$921	\$878	\$883	\$794	\$753	\$673	\$1,087	\$1,098	\$1,120
WisDOT SECTION 85.205	\$47	\$47	\$47	\$0	\$0	\$0	\$47	\$47	\$47
SHEBOYGAN COUNTY 85.21	\$365	\$350	\$360	\$358	\$358	\$364	\$358	\$358	\$360
CITY OF SHEBOYGAN	\$0	\$451	\$0	\$0	\$470	\$530	\$540	\$540	\$540
CITY OF SHEBOYGAN FALLS	\$0	\$39	\$39	\$40	\$40	\$39	\$39	\$39	\$40
VILLAGE OF KOHLER	\$0	\$13	\$13	\$14	\$14	\$14	\$14	\$14	\$15
SHEBOYGAN AREA SCHOOL DIST.	\$90	\$90	\$90	\$91	\$91	\$91	\$91	\$91	\$92
TOTAL ASSISTANCE	\$3,345	\$3,320	\$3,613	\$3,618	\$3,505	\$3,574	\$3,621	\$3,659	\$3,705
RETAINED EARNINGS	\$0	\$0	\$0	(\$0)	(\$0)	\$0	(\$0)	(\$0)	\$0
*Total operating expenses for each year in this table included ADA and other paratransit expenses.									
NOTE: Balances of \$1,000 or less are, in most cases, due to rounding error.									
Source: Federal Transit Administration, <i>National Transit Database</i> , 2023 and 2024; City of Sheboygan Parking and Transit Utility, 2020, 2021, 2022, 2023, and 2024; and Bay-Lake Regional Planning Commission, 2024.									

Fare Increase

Shoreline Metro established an agency fare back in August 2011 to pass along the cost of paratransit rides to social service agencies. The agency rate has been \$13.85 per trip (2011), \$15.20 (2012- 2018), and \$17.00 (2018-2022). The new agency rate (\$18.75) was effective from January 1, 2023.

Transit Route change

Shoreline Metro proposed permanent weekday departure time changes to Route 20N and 20S effective January 2, 2023. Shoreline Metro changed the name of Route 20N and 20S to Route 20. The route still serves the same location, but would travel in the same direction starting with serving Kohler then Sheboygan Falls and then Deer Trace (previously Route 20N)

Table D.2 2020 to 2028 Shoreline Metro Measures of Effectiveness									
	ACTUAL				ESTIMATE	PROJECTED			
	2020	2021	2022	2023	2024	2025	2026	2027	2028
REVENUE PASSENGERS (1000s)	373	421	487	637	593	621	650	680	680
REVENUE MILES (1000s)	477	506	504	528	506	516	527	527	527
OPERATING EXPENSES (\$1000s)	\$3,457	\$3,512	\$4,084	\$3,993	\$4,197	\$4,273	\$4,301	\$4,349	\$4,405
FAREBOX REVENUE (\$1000s) ¹	\$186	\$237	\$260	\$450	\$515	\$535	\$540	\$540	\$550
EXPENSE/MILE	\$7.25	\$6.94	\$8.10	\$15.49	\$8.29	\$8.28	\$8.17	\$8.25	\$8.36
EXPENSE/PASSENGER	\$9.27	\$8.35	\$8.38	\$7.13	\$7.08	\$6.88	\$6.62	\$6.40	\$6.48
PASSENGERS/MILE	0.78	0.83	0.97	1.05	1.17	1.20	1.23	1.29	1.29
REVENUE/PASSENGER	\$0.50	\$0.56	\$0.53	\$1.14	\$0.87	\$0.86	\$0.83	\$0.79	\$0.81
BUS FLEET ²	22	21	22	22	22	22	22	22	22
TRANSIT SYSTEM EMPLOYEES ³ (FULL-TIME EQUIVALENT POSITIONS)	30.12	30.12	30.12	30.12	30.12	30.12	30.12	30.12	30.12
NOTES: ¹ Fixed-route transit system farebox revenues only. ² Fixed-route transit system vehicle fleet only; excludes service vehicles. All vehicles (active and contingency) are included. ³ Fixed-route transit system employees only.									
Source: Federal Transit Administration, <i>National Transit Database</i> , 2021, 2022 and 2023; City of Sheboygan Parking and Transit Utility, 2021, 2022, 2023, and 2024; and Bay-Lake Regional Planning Commission, 2024.									

Ridership Trends

There was about 15% of ridership increase between 2022 and 2023. Ridership has witnessed a gradual increase from 2021 to 2022 and to 2023 and is assumed to witness this growth in the next coming years. Ridership is projected to gradually return to its 2019 level by 2028, presuming that there is a resolution to the COVID-19 situation, no additional unforeseen circumstances, and no significant service cuts or fare increases.

Revenue Trends

Farebox revenues increased significantly in 2022 from 2021. Farebox revenues decreased in 2023 from 2022, however were higher than 2021. The farebox revenues has witnessed a steady increase similar to the ridership trends.

System Effectiveness

In 2022, Shoreline Metro partnered with HotSpot to implement mobile fares and payment options allowing customers to purchase fares digitally and pay with their smartphones. Shoreline Metro continued to see an increased use of the app for purchasing fare media. The app now sells more fare media than all our outlets combined. Minor adjustments in routing, promotional campaigns, and increases in service (where warranted) are among the efforts which have been made by Shoreline Metro over the past several years in order to increase ridership and revenues.

Shoreline Metro will receive a continued backing of transit at the state level. There has also been support for Shoreline Metro in the communities which it serves; such support is expected to continue on the part of a majority of local decision makers in the years to come. However, this

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

Asset Trends

In 2023, Shoreline Metro replaced four medium sized paratransit buses, involving funding from the Coronavirus Aid, Relief, and Economic Security (CARES) Act federal funding source. Shoreline Metro has programmed replacing five 35-foot fixed route buses in 2027 using the CMAQ grant.

Shoreline Metro is encouraged to use its fleet in such a manner that large proportions of the fleet will not need to be replaced simultaneously. No major capital improvements are planned over the program period. Farebox revenues will be stable over the program period, and sources of combined public support will involve increases over the program period. Judging from this information, we find Shoreline Metro to have had a positive financial condition over the past four years, and that Shoreline Metro has the financial capacity to undertake the purchase of all capital items and maintain existing service levels which are programmed in this 2025 – 2028 *Transportation Improvement Program (TIP)*.

APPENDIX E
STATEMENT OF IMPACTS OF TIP PROJECTS ON
ENVIRONMENTAL JUSTICE

IMPACTS OF PROJECTS IN THE 2025 – 2028 TIP ON ENVIRONMENTAL JUSTICE

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

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

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

All analysis was done at the block group level. All the data were collected from the *2018 – 2022 American Community Survey 5-Year Estimates*. The project numbers illustrated in the maps are consistent with the projects mentioned in Map 2, in the main body of this TIP. The description of the projects are as follows:

Description of the Street and Highway Projects as shown in the maps

Project #1: County Highway EE/Weeden Creek Road, County Highway OK/South Business Drive to County Highway KK/South 12th Street Design, Right-of-Way Acquisition and Reconstruction with no Increase in Capacity in 2025.

Project #2: State Highway 32 County Highway D to State Highway 28 Milling and Overlay of the Existing Asphaltic Pavement in 2025.

Project #3: State Highway 42 Village of Howards Grove Resurfacing in 2025.

Project #4: North 15th Street State Highway 42/Calumet Drive to North Avenue Design Leading to Reconstruction with no Increase in Capacity in 2025.

Project #5: County Highway TA/Taylor Drive Union Avenue to Eric Avenue Reconstruction with no Increase in Capacity in 2025.

Project #6: Interstate Highway 43 Sheboygan – Manitowoc, County Highway MM and County Highway XX Overpasses Design Leading to Bridge Rehabilitation in 2025.

Project #7: State Highway 42 Mueller Rd – County Highway Y Resurfacing and Preservation in 2025.

Project #8: Fond du Lac Avenue State Highway 32/Main Street to Oak Street

Reconstruction/Preservation in 2025.

Project #9: State Highway 32 Sheboygan Falls – Howards Grove County Highway J Intersection Reconstruction, Preservation in 2025.

Project #10: State Highway 32 Sheboygan Falls – Howards Grove State Highway 23 to State Highway 42 Resurfacing in 2026.

Project #11: State Highway 23 Intersection with County Highway TT Reconstruction in 2026.

Project #12: State Highway 23 County Highway P to State Highway 32 Resurfacing and Preservation in 2026.

Project #13: State Highway 32 Cedar Grove – Sheboygan Falls County Highway V Intersection Reconstruction, Preservation Design in 2026.

Project #14: Interstate 43/ E 3912 Motel Road, Sheboygan Sleep Inn and Suits Installation of four (4) Electric Vehicle Charging in 2026.

Project #15: State Highway 32 Cedar Grove – Sheboygan Falls County Highway V Intersection Reconstruction, Preservation Construction in 2027.

Project #16: State Highway 32 State Highway 42 to State Highway 57 Design Leading to Resurfacing and Preservation in 2027.

Project #17: Interstate Highway 43 Sheboygan – Manitowoc, County Highway MM and County Highway XX Overpasses Construction in 2028.

Project #18: Fond du Lac Avenue State Highway 32/Main Street to Oak Street Reconstruction/Preservation in 2028.

Project #19: City of Sheboygan Various Highways State Highway 23/28/42 Curb Ramp Improvements County Highway V Intersection in 2028.

Description of Bicycle and Pedestrian Transportation Project as shown in the maps

Project #20: Bicycle-Pedestrian Swing Bridge over the Sheboygan River planning in 2025.

Project #21: Adding a Multi-Use Path Parallel to N. Main Street (State Highway 32) From Willow Drive to Hamann Drive Design in 2025.

Project #22: New Jersey Avenue Non-Motorized Trail South Taylor Drive to Riverpark Road Design in 2026.

Project #23: Adding a Multi-Use Path Parallel to N. Main Street (State Highway 32) From Willow Drive to Hamann Drive Construction in 2026.

Project #24: Bicycle-Pedestrian Swing Bridge over the Sheboygan River construction in 2027.

Transportation Projects and their Impacts on Environmental Justice Target Areas

The maps mentioned below indicate the projects from 1 through 24 as described above. It also differentiates between System preservation, system improvement, system safety, and bike and

pedestrian project.

Map E1 and E2 depict limited English-speaking households with bicycle and pedestrian projects, and street and highway improvements.

Map E4 and E5 depicts minority and low-income populations with bicycle and pedestrian projects, and street and highway improvements.

Transit Projects and their Impacts on Environmental Justice Target Areas

Maps E3, E6, and E9 show the relation of the Shoreline Metro transit Route in comparison to environmental justice target areas within the metropolitan planning area.

Map E6 shows the relation of the Shoreline Metro transit Route with population below poverty level.

Map E6 also depicts the percentage of the minority population in relation to the transit routes. The transit routes serves all the block groups with a high or very high percentage of the minority population.

Map E3 illustrates the percentage of limited English-speaking household by block groups with the transit routes. Once again, the transit routes serves all the block group with high percentage of limited English-speaking households.

Map E9 depicts the percentage of households with no vehicle access and the transit routes serve almost all the block groups with a high percentage of households with no vehicle access.

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

TIP Projects and Direct and Indirect Impacts on Environmental Justice and Title VI Target Areas

Taken as a whole, the projects in this *2025 – 2028 TIP*, together with the other public and privately funded transportation improvements and services provided in the Sheboygan Metropolitan Planning Area, do not impose disproportionately high and adverse impacts on minority populations and/or on low-income populations or on limited English-speaking households or households with no access to vehicle. In addition, the benefits of the transportation services and improvements proposed are reasonably distributed to serve the mobility and accessibility needs of all population groups (and particularly of minority and/or low-income populations) within the Sheboygan Metropolitan Planning Area. These statements are based on the analysis of proposed projects, their locations, and impacts on both minority and low-income populations as summarized in this appendix to the TIP.

Additional environmental justice analysis can be found in Appendix E of the *Year 2050*

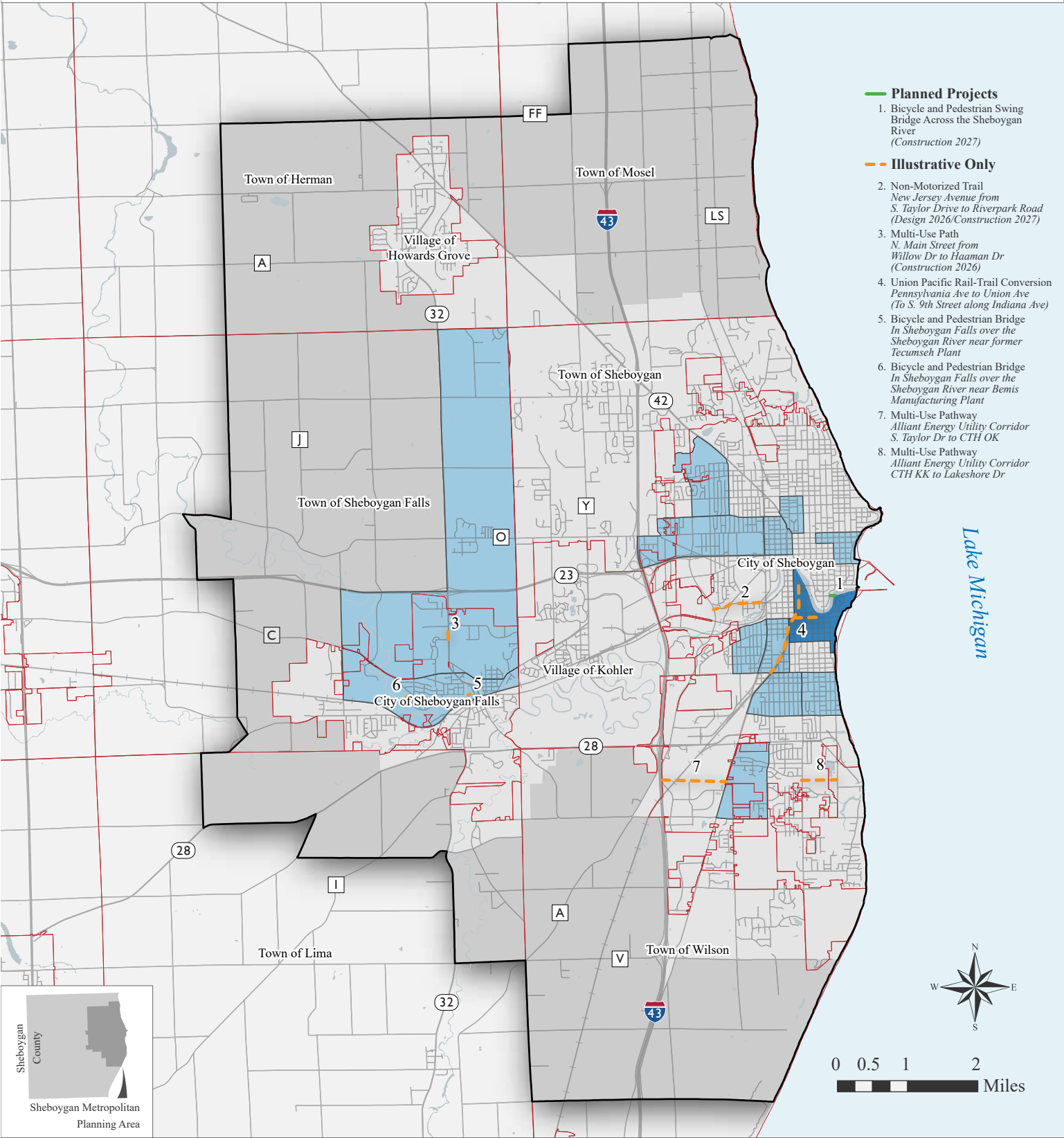
Sheboygan Area Transportation Plan (SATP) approved in April of 2023.

Public Involvement of Minority and Low-Income Populations

Attempts to involve minority and low-income populations in the development of this TIP can be found in the *Public Participation Process* section within the main body of this 2025 – 2028 TIP.

2025 - 2028 Environmental Justice Target Areas: Limited English Speaking Households with Bicycle and Pedestrian Projects Sheboygan Metropolitan Planning Area - Sheboygan County, Wisconsin

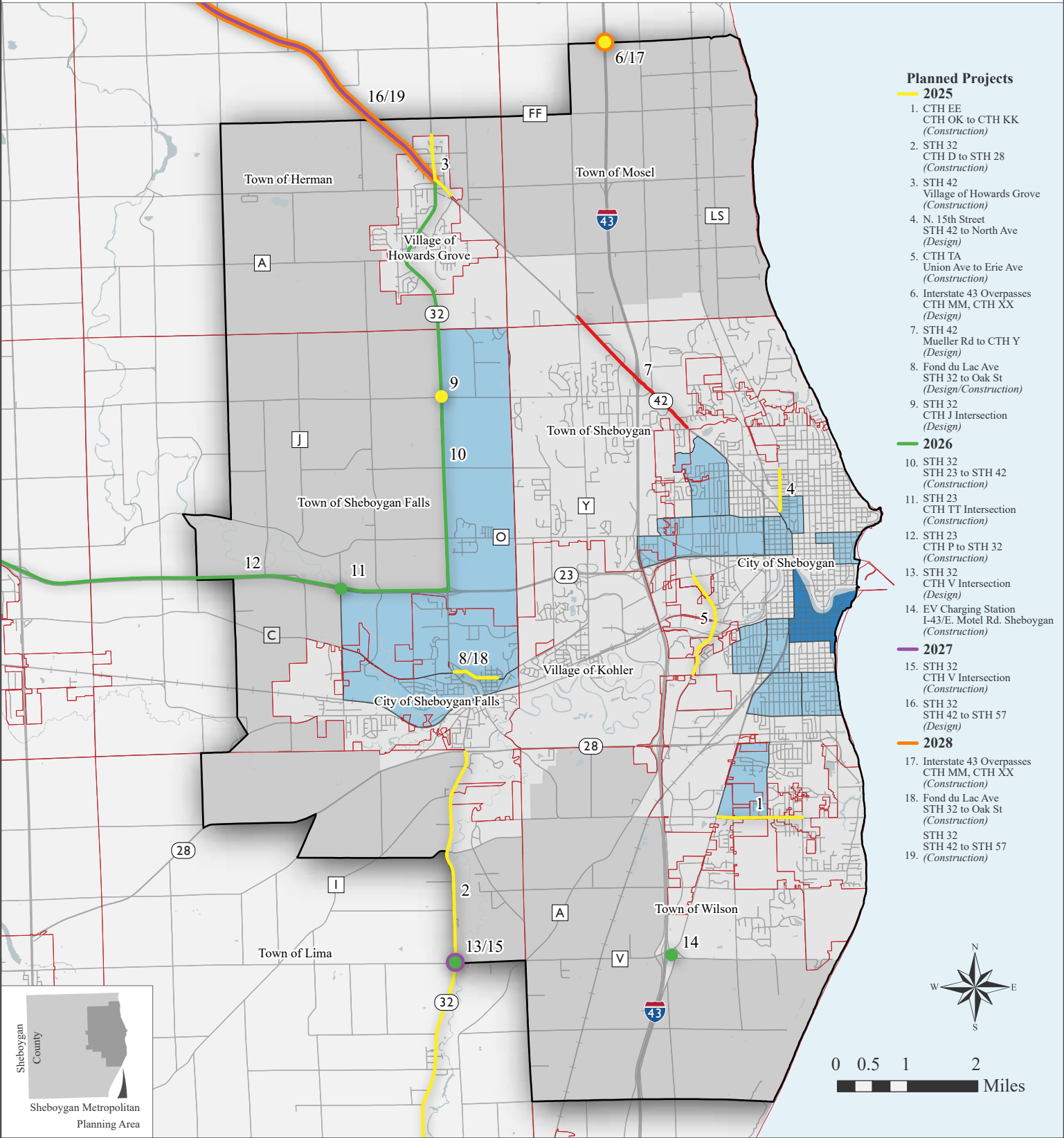
Map E1



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

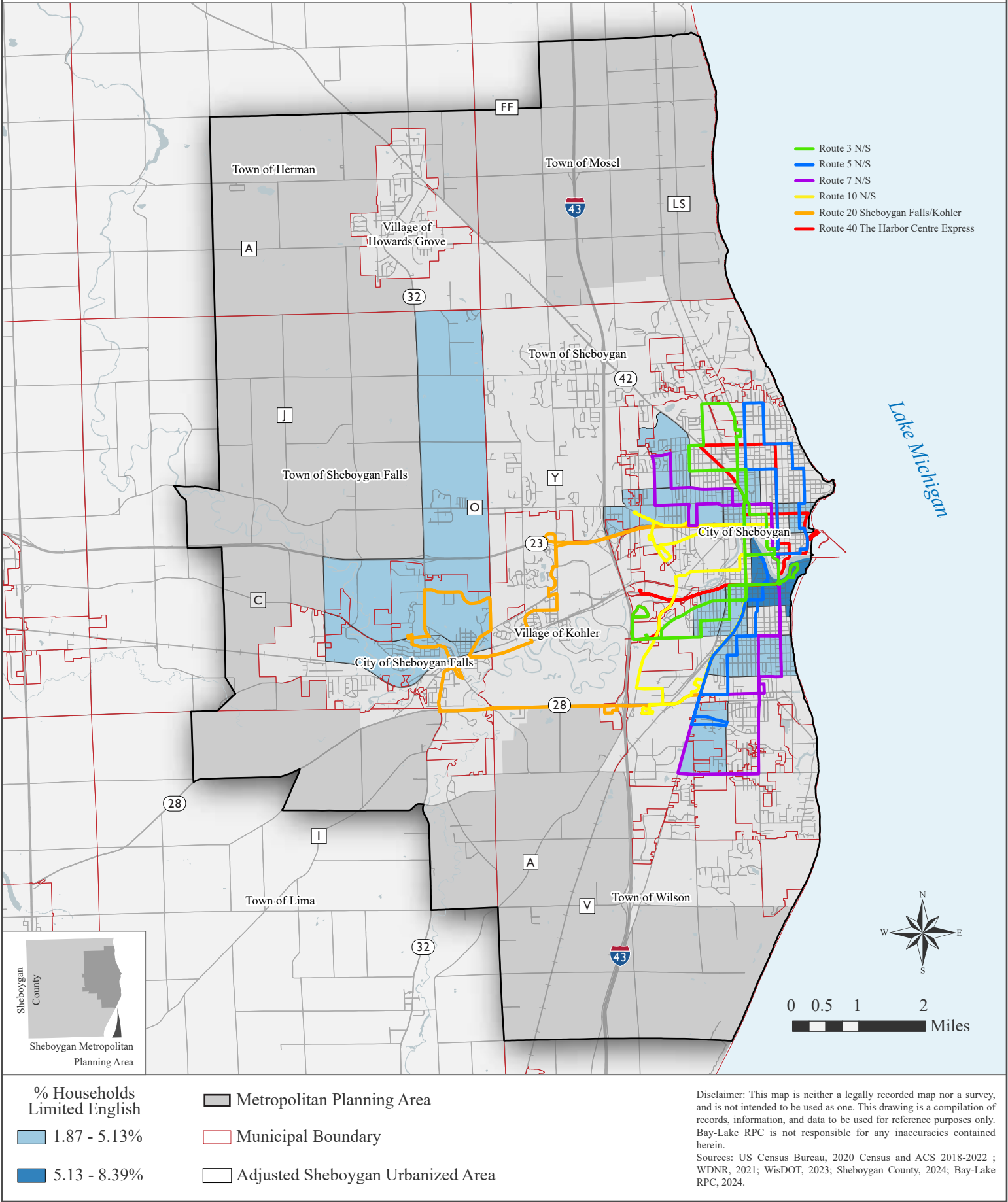
Sources: US Census Bureau, 2020 Census and ACS 2018-2022 ; WDNR, 2021; WisDOT, 2023; Sheboygan County, 2024; Bay-Lake RPC, 2024.

2025 - 2028 Environmental Justice Target Areas:
Limited English Speaking Households with Street and Highway Improvements
Sheboygan Metropolitan Planning Area - Sheboygan County, Wisconsin



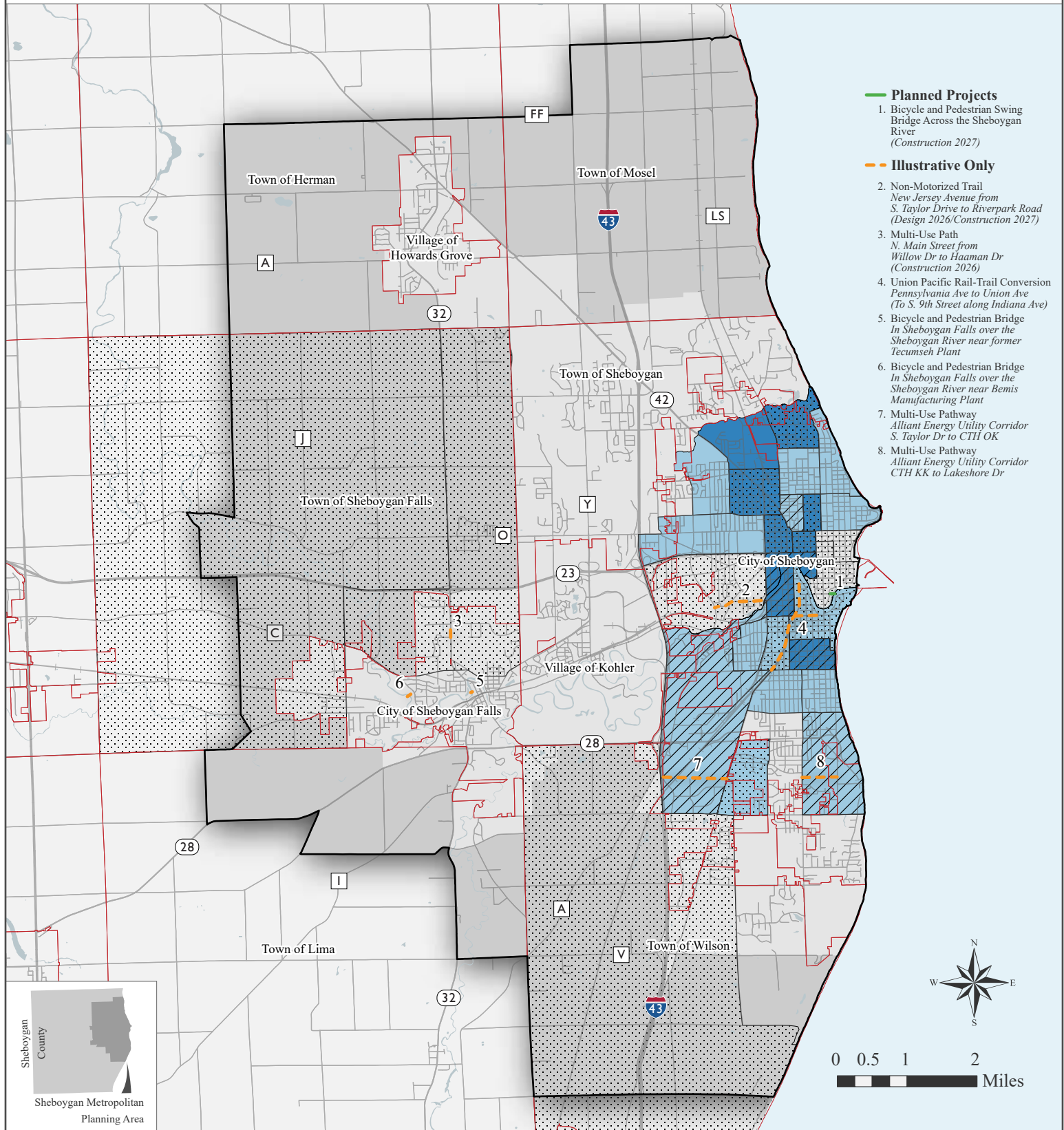
2025 - 2028 Environmental Justice Target Areas:
Limited English Speaking Households with Transit Routes
 Sheboygan Metropolitan Planning Area - Sheboygan County, Wisconsin

Map E-3



2025 - 2028 Environmental Justice Target Areas: Minority and Low Income with Bicycle and Pedestrian Projects Sheboygan Metropolitan Planning Area - Sheboygan County, Wisconsin

Map E-4

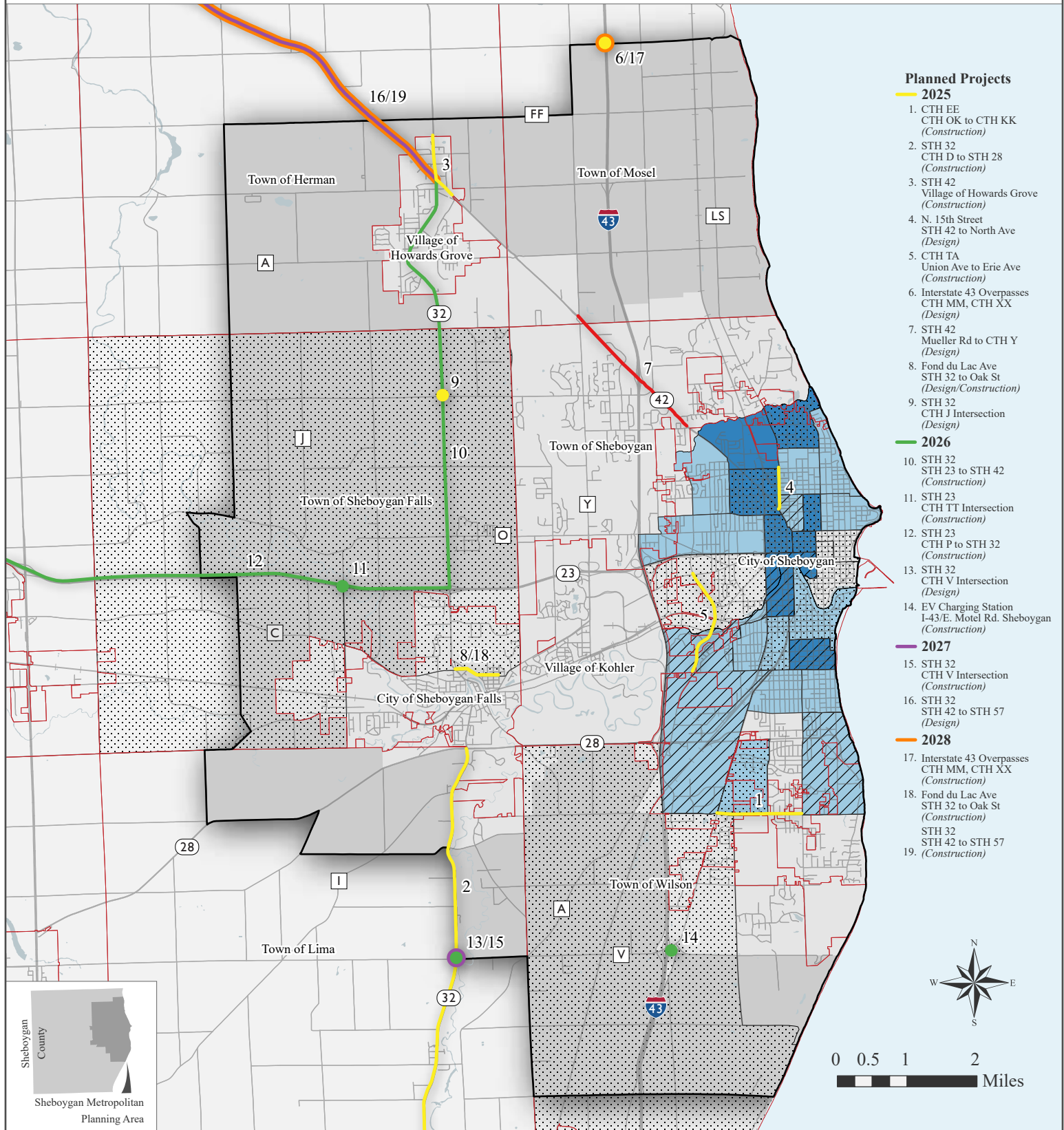


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Sources: US Census Bureau, 2020 Census and ACS 2018-2022 ; WDNR, 2021; WisDOT, 2023; Sheboygan County, 2024; Bay-Lake RPC, 2024.

2025 - 2028 Environmental Justice Target Areas: Minority and Low Income with Street and Highway Improvements Sheboygan Metropolitan Planning Area - Sheboygan County, Wisconsin

Map E-5

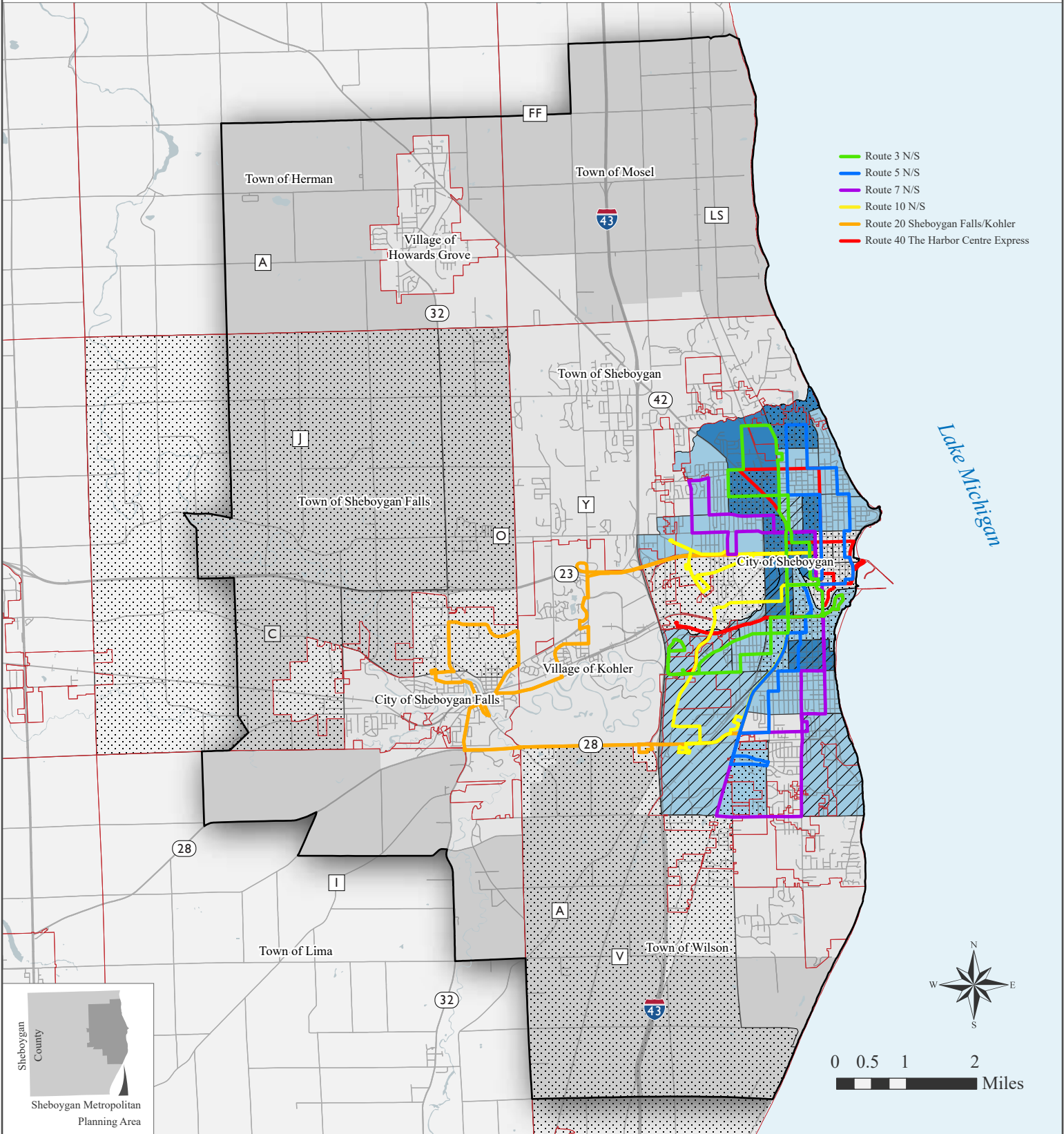


Disclaimer: This map is neither a legally recorded map nor a survey, and is not intended to be used as one. This drawing is a compilation of records, information, and data to be used for reference purposes only. Bay-Lake RPC is not responsible for any inaccuracies contained herein.

Sources: US Census Bureau, 2020 Census and ACS 2018-2022 ; WDNR, 2021; WisDOT, 2023; Sheboygan County, 2024; Bay-Lake RPC, 2024.

2025 - 2028 Environmental Justice Target Areas:
Minority and Low Income with Transit Routes
Sheboygan Metropolitan Planning Area - Sheboygan County, Wisconsin

Map E-6



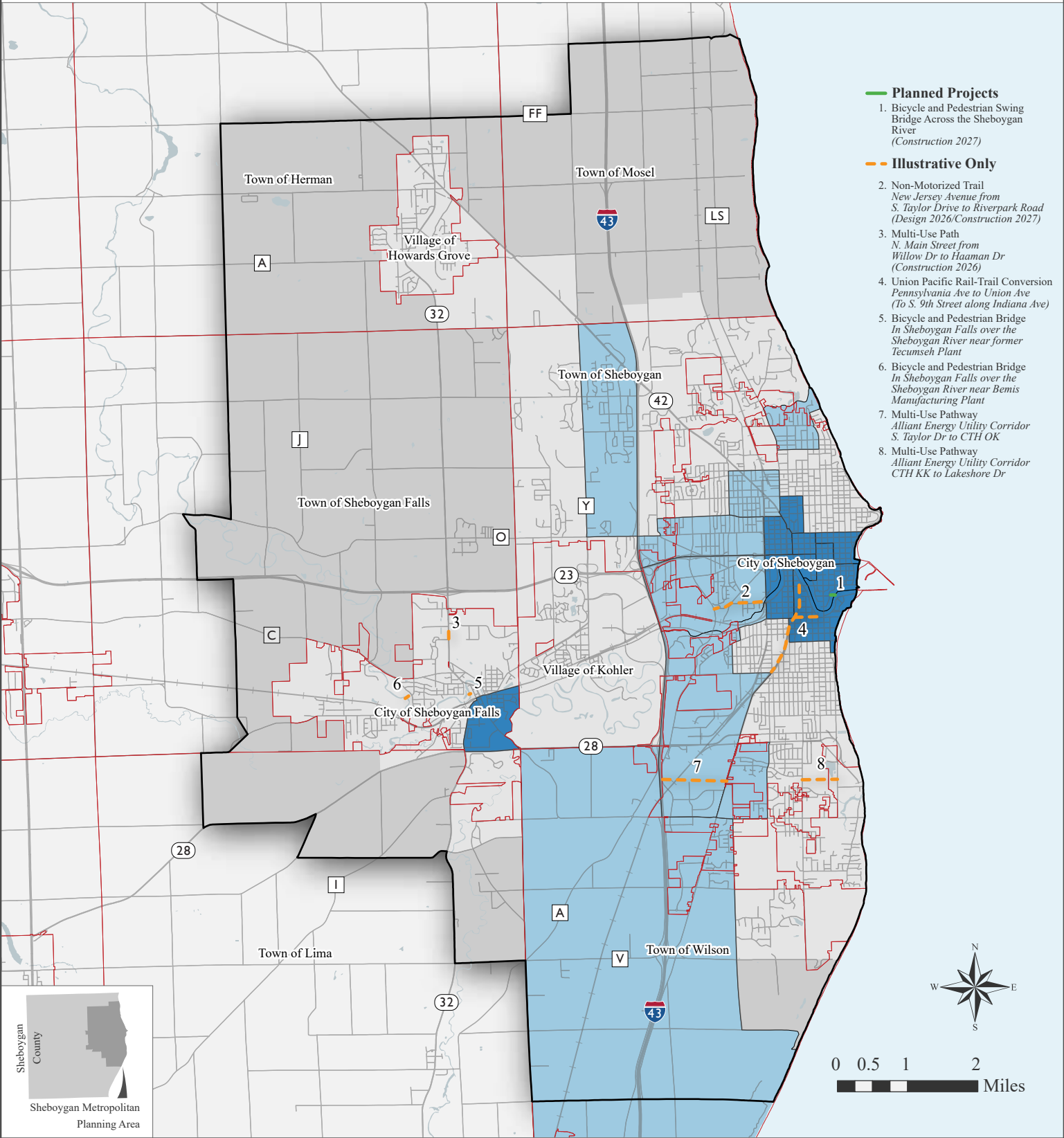
% Minority Population		% Low Income Population		Metropolitan Planning Area	
22.71 - 37.5%		9.1 - 15.28%		Municipal Boundary	
37.5 - 60.9%		15.28 - 26%		Adjusted Sheboygan Urbanized Area	

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

Sources: US Census Bureau, 2020 Census and ACS 2018-2022 ; WDNR, 2021; WisDOT, 2023; Sheboygan County, 2024; Bay-Lake RPC, 2024.

2025 - 2028 Environmental Justice Target Areas:
Households without Access to a Vehicle with Bicycle and Pedestrian Projects
Sheboygan Metropolitan Planning Area - Sheboygan County, Wisconsin

Map E-7



% Households
No Vehicle Access

5.85 - 11.9%

11.9 - 26.8%

Metropolitan Planning Area

Municipal Boundary

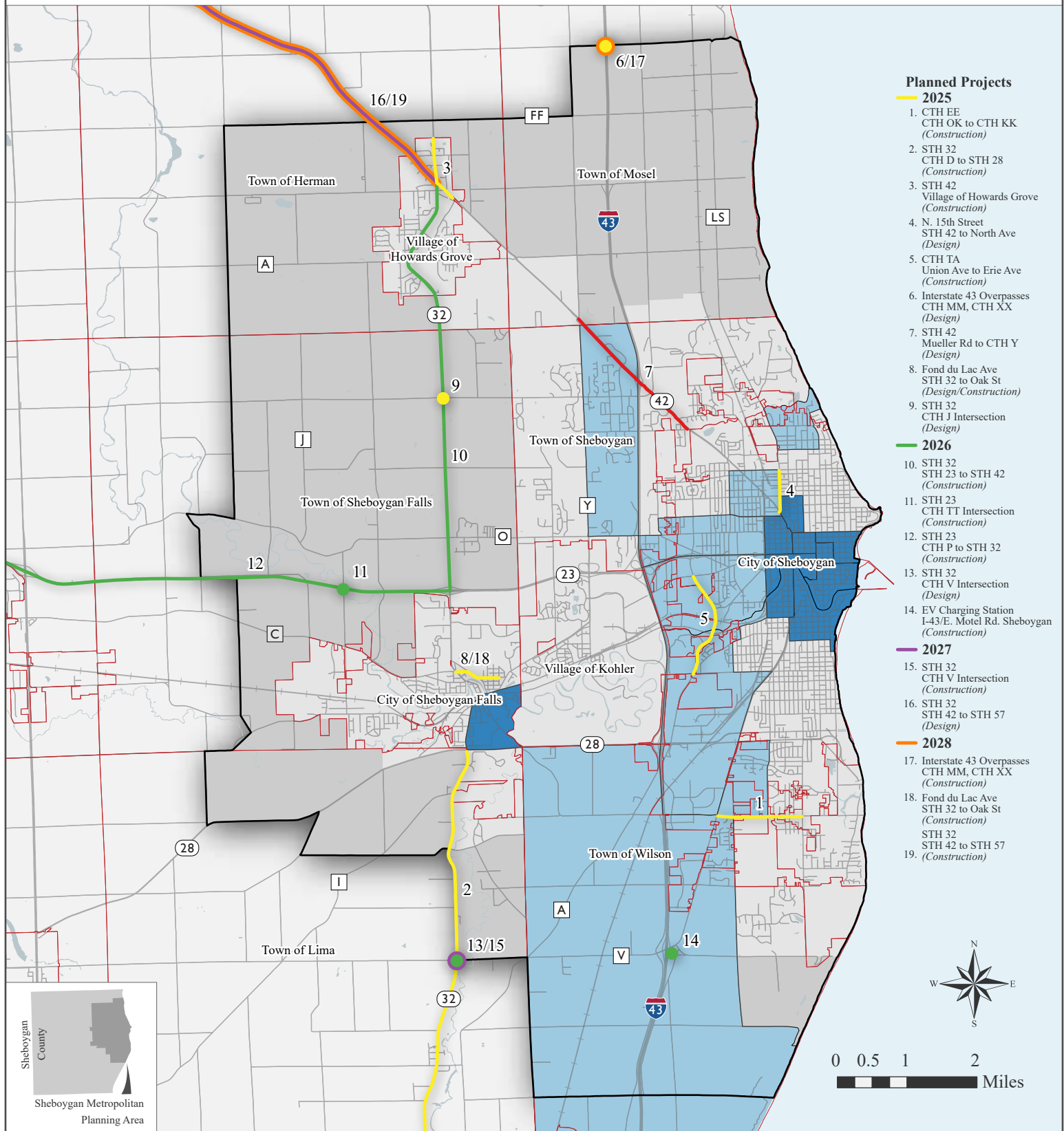
Adjusted Sheboygan Urbanized Area

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

Sources: US Census Bureau, 2020 Census and ACS 2018-2022 ; WDNR, 2021; WisDOT, 2023; Sheboygan County, 2024; Bay-Lake RPC, 2024.

2025 - 2028 Environmental Justice Target Areas: Households without Access to a Vehicle with Street and Highway Improvements Sheboygan Metropolitan Planning Area - Sheboygan County, Wisconsin

Map E-8



% Households
No Vehicle Access

5.85 - 11.9%

11.9 - 26.8%

Metropolitan Planning Area

Municipal Boundary

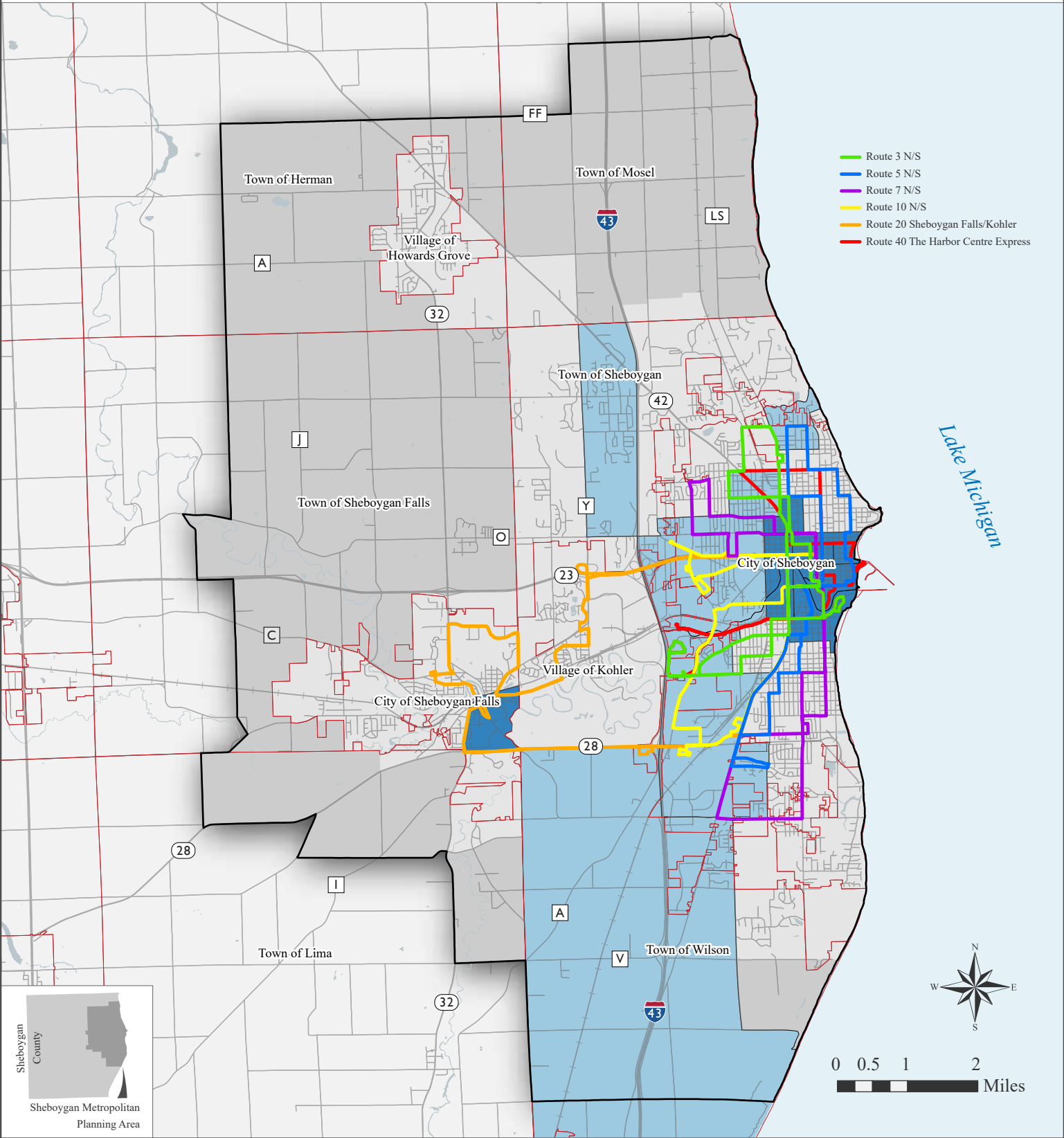
Adjusted Sheboygan Urbanized Area

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

Sources: US Census Bureau, 2020 Census and ACS 2018-2022 ; WDNR, 2021; WisDOT, 2023; Sheboygan County, 2024; Bay-Lake RPC, 2024.

2025 - 2028 Environmental Justice Target Areas:
Households without Access to a Vehicle with Transit Routes
Sheboygan Metropolitan Planning Area - Sheboygan County, Wisconsin

Map E-9



% Households
No Vehicle Access

5.85 - 11.9%

11.9 - 26.8%

Metropolitan Planning Area

Municipal Boundary

Adjusted Sheboygan Urbanized Area

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

Sources: US Census Bureau, 2020 Census and ACS 2018-2022 ; WDNR, 2021; WisDOT, 2023; Sheboygan County, 2024; Bay-Lake RPC, 2024.

APPENDIX F
MPO APPROVAL OF TIP

RESOLUTION 11-2024

Resolution of the Bay-Lake Regional Planning Commission approving the *Sheboygan Metropolitan Planning Area Transportation Improvement Program (TIP): Calendar Years 2025 – 2028*, determining air quality conformity for the *2050 Sheboygan Area Transportation Plan (SATP)* and its implementing *2025 – 2028 TIP*, and certifying the Metropolitan Transportation Planning Process for the Sheboygan Metropolitan Planning Area

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

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

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

WHEREAS, the Year 2050 SATP was adopted by the Bay-Lake Regional Planning Commission in April 2023 following a plan preparation effort involving public outreach and numerous meetings of the Sheboygan MPO Technical and Policy Advisory Committees; and

WHEREAS, a specific air quality conformity analysis was undertaken with respect to the two 2008 8-hour ozone maintenance (formerly moderate nonattainment) areas that cover all of Sheboygan County and the 2015 8-hour moderate nonattainment area that covers much of eastern Sheboygan County (including much of the Sheboygan Metropolitan Planning Area), with the result that the Year 2050 SATP and its implementing 2025 – 2028 TIP have been determined to conform to the existing State of Wisconsin implementation plan for the achievement and maintenance of national ambient air quality standards, as required by the federal Clean Air Act Amendments of 1990 and their implementing regulations; and

WHEREAS, citizen input was received on the 2025 – 2028 TIP through a public participation process which included a public comment period and public hearing, as well as public meetings of the Sheboygan MPO Technical and Policy Advisory Committees, and which otherwise conformed to provisions for TIP development in the 2024 update to the *Sheboygan MPO Public Participation Plan*; and

WHEREAS, the 2025 – 2028 TIP for the Sheboygan Metropolitan Planning Area was reviewed (and modified, where necessary) by professionals and by elected officials representing municipalities in the Sheboygan Metropolitan Planning Area as well as by private sector transportation providers before subsequently being recommended for approval by the Sheboygan MPO Technical and Policy Advisory Committees at their joint meeting on October 17, 2024.

NOW, THEREFORE BE IT RESOLVED:

FIRST: That the Bay-Lake Regional Planning Commission approves the *Sheboygan Metropolitan Planning Area Transportation Improvement Program (TIP): Calendar Years 2025 – 2028* as being compatible with existing transportation plans and programs in the Sheboygan Metropolitan Planning Area.

SECOND: That the Bay-Lake Regional Planning Commission determines that the Year 2050 SATP and its implementing 2025 – 2028 TIP for the Sheboygan Metropolitan Planning Area conform to the State of Wisconsin

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

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

- (1) 23 U.S.C. 134, 49 U.S.C. 5303, and this subpart;
- (2) Sections 174 and 176 (c) and (d) of the Clean Air Act, as amended (42 U.S.C. 7504, 7506 (c) and (d)) and 40 CFR Part 93;
- (3) Title VI of the Civil Rights Act of 1964, as amended (42 U.S.C. 2000d-1) and 49 CFR Part 21;
- (4) 49 U.S.C. 5332, prohibiting discrimination on the basis of race, color, creed, national origin, sex, or age in employment or business opportunity;
- (5) Section 11101 (e) of the "Infrastructure Investment and Jobs Act (IIJA)" (Pub. L. 117-58) and 49 CFR Part 26 regarding the involvement of disadvantaged business enterprises in DOT funded projects;
- (6) 23 CFR Part 230, regarding the implementation of an equal employment opportunity program on Federal and Federal-aid highway construction contracts;
- (7) The provisions of the Americans with Disabilities Act of 1990 (42 U.S.C. 12101 *et. seq.*) and 49 CFR Parts 27, 37 and 38;
- (8) The Older Americans Act, as amended (42 U.S.C. 6101), prohibiting discrimination on the basis of age in programs or activities receiving Federal financial assistance;
- (9) Section 324 of Title 23, U.S.C., regarding the prohibition of discrimination based on gender; and
- (10) Section 504 of the Rehabilitation Act of 1973 (29 U.S.C. 794) and 49 CFR Part 27 regarding discrimination against individuals with disabilities.

FOURTH: That the Bay-Lake Regional Planning Commission certifies that the 2025 – 2028 TIP for the Sheboygan Metropolitan Planning Area contains only projects that are consistent (in scope, termini, and the implementation schedule) with the Year 2050 SATP.

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


Mike Hotz, Chairperson
Bay-Lake Regional Planning Commission

ATTEST:

I, Ann Hartnell, Secretary-Treasurer of the Bay-Lake Regional Planning Commission, hereby certify that the above is a true copy of a resolution adopted by the Bay-Lake Regional Planning Commission on the 25th day of October, 2024.


Ann Hartnell, Secretary-Treasurer
Bay-Lake Regional Planning Commission

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

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

As Revised: Effective November 1, 2014

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

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

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

II. Project Level Tests of STBG Urban Project Eligibility

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

- A. The project must be submitted by a local jurisdiction for inclusion in an upcoming Transportation Improvement Program (TIP). In addition, the overall TIP must be in conformity with the Wisconsin Department of Natural Resources' State Implementation Plan (SIP) for Air Quality, as required by the Clean Air Act Amendments (CAAA) of 1990.
- B. The project must appear as a recommendation in the Sheboygan Area Transportation Plan (SATP), in its various components. If the project is not in the SATP, the SATP must be amended to include the project.

- C. Engineering and design are eligible costs under this program. However, preliminary engineering must be completed before a project may be eligible for construction funding. Evidence of cost estimates based on completed preliminary engineering for the project must be attached to the WisDOT project worksheet.

III. Special Conditions of the Prioritization Process

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

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

IV. STBG Urban Project Prioritization Criteria

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

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

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

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

STREET OR HIGHWAY RECONSTRUCTION

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

TRANSIT VEHICLE IMPROVEMENTS

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

NEW STREETS OR HIGHWAYS

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

OTHER TRANSIT CAPITAL IMPROVEMENTS

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

TRANSPORTATION ALTERNATIVES

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

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

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

In the case of transportation alternatives, consistency with recommendations made in the most current *Sheboygan County Pedestrian and Bicycle Comprehensive Plan* determines the importance of the facility in the urban transportation system as described below. Transportation alternatives which do not provide directly for bicycle, pedestrian or other non-motorized transportation purposes are assigned one point under this criterion.

ALL STREET OR HIGHWAY IMPROVEMENTS

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

ALL TRANSIT CAPITAL IMPROVEMENTS

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

TRANSPORTATION ALTERNATIVES

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

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

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

In the case of transportation alternatives, the *Guide for the Development of Bicycle Facilities* and the *Guide for the Planning, Design and Operation of Pedestrian Facilities*

(both of which are produced by the American Association of State Highway and Transportation Officials, or AASHTO) will be used in determining the condition of corridors for bicyclists and pedestrians.

STREET OR HIGHWAY RECONSTRUCTION

<u>Pavement Condition</u>	<u>Score</u>
Very Poor - Failure (Needs Reconstruction)	10
Poor (Needs Patching, Major Overlay, or Complete Recycling)	8
Fair (Sealcoat or Nonstructural Overlay Required)	6
Good (Crack Filling Required; Sealcoat Recommended)	4
Very Good (Recent Sealcoat or New Road Mix)	2
Excellent (New Construction or Recent Overlay)	0

ALL OTHER IMPROVEMENTS

<u>Condition</u>	<u>Score</u>
Very Poor - Failure	10
Poor	8
Fair	6
Good	4
Very Good	2
Excellent	0

NEW STREETS OR HIGHWAYS

<u>All Eligible Projects</u>	<u>Score</u>
	10

NEW TRANSPORTATION ALTERNATIVES

<u>All Eligible Projects</u>	<u>Score</u>
	10

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

ALL PROJECTS

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

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

Street and Highway Improvement Projects

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

Segment Crash Rates

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

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

High Accident Intersections

Crash rates at intersections are scored as follows:

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

New Facilities

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

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

Bicycle and Pedestrian Transportation Projects

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

Transit Capital Improvements

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

APPENDIX H
PERFORMANCE MEASURES IN THE SHEBOYGAN METROPOLITAN
PLANNING AREA TIP

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

Introduction

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

Federal funding is provided for a wide range of transportation-related activities, including projects on higher function local streets and highways not on the State Trunk Highway system, and local safety improvements. These programs are funded through the federal Bipartisan Infrastructure Law.

23 USC 150: National performance measure goals are:

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

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

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

BIL Performance Measures (as established in 49 USC 625, 23 CFR 490 and 49 CFR 673) are:

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

- CMAQ – Congestion Reduction
 - Peak Hour Excessive Delay (PHED) Measure: Annual Hours of PHED Per Capita (This performance measure does not apply to the Sheboygan Metropolitan Planning Area)
 - Non-Single Occupancy Vehicle (SOV) Travel Measure: Percentage of Non-SOV Travel (This performance measure does not apply to the Sheboygan Metropolitan Planning Area)
 - Emissions Measure: Total Emission Reductions
- Public Transit Agency Safety (for the Fixed-Route and Paratransit Systems)
 - Total Number of Reportable Fatalities
 - Rate of Reportable Fatalities per 100,000 Vehicle Revenue Miles
 - Total Number of Reportable Injuries
 - Rate of Reportable Injuries per 100,000 Vehicle Revenue Miles
 - Total Number of Reportable Safety Events
 - Rate of Reportable Safety Events per 100,000 Vehicle Revenue Miles
 - Average Distance Between Major Mechanical Failures (in Miles)

Sheboygan MPO Performance-Based Planning and Programming Processes

Long-Range Transportation Plan

The Bay-Lake Regional Planning Commission, as the designated MPO for the Sheboygan Metropolitan Planning Area, has been using performance measures in its planning process for several years. The *Year 2050 Sheboygan Area Transportation Plan (SATP)* addressed performance measures as a new requirement as a part of the federal MAP-21 transportation legislation, which continued in the FAST Act and the BIL. MPO staff has been tracking and updating data on an annual basis or as it becomes available. The national performance measure goals identified in the introduction have been incorporated into the policies and performance measures monitored in the *Year 2050 SATP*. The *Year 2050 SATP* involved a performance-based planning process. The *Year 2050 SATP* was approved in April 2023, and can be viewed at the following page on the Sheboygan MPO website:

<https://long-range-baylakerpc.hub.arcgis.com/>

Transportation Improvement Program (TIP)

The Sheboygan MPO has always used appropriate scoring criteria for ranking and selecting projects for the Surface Transportation Block Grant (STBG) – Urban program in the TIP. The ranking criteria for this federal program use scoring systems that are tied to goals and policies in the *Year 2050 SATP*. The TIP evaluates short-range projects based on criteria that include: plan consistency, current or potential demand (capacity needs), functional classification (including traffic volume within two of the classifications), pavement condition, multimodalism, and safety. Transit improvements and bicycle and pedestrian transportation improvements also have parallel criteria which allow projects in these categories to compete for funding. While not officially

included as a criterion, preservation of existing systems has been emphasized in the project selection process over past funding cycles. Projects are scored based on a set number of points for each criterion, resulting in a project ranking and recommendation list for STBG – Urban projects in the TIP. The *Sheboygan Metropolitan Planning Area TIP: Calendar Years 2025 – 2028* was approved on October 25, 2024, and it, along with any amendments to that document, can be viewed at the following page on the Sheboygan MPO website:

<https://baylakerpc.org/sheboygan-mpo/transportation-improvement-program-tip>

Sheboygan MPO Performance Measures

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

Transit Asset Management Targets

The U.S. Department of Transportation established four performance measures for transit asset management (TAM). The Sheboygan MPO worked with the one transit operator in the Sheboygan Metropolitan Planning Area (Shoreline Metro) to establish targets for three of the four measures (rolling stock, equipment and facilities; infrastructure only relates to rail transit, which does not exist locally). A 2022 TAM Plan was developed for Shoreline Metro in the process of setting these targets, and covers the period from October 1, 2022, through September 30, 2023. The Sheboygan Transit Commission approved the targets for Shoreline Metro on August 16, 2022. The Sheboygan MPO Technical and Policy Advisory Committees recommended approval of the targets for the MPO at their September 8, 2022, joint meeting. The Bay-Lake Regional Planning Commission approved the targets for the Sheboygan MPO on September 9, 2022. The TAM targets are:

- Rolling Stock: The percentage of revenue vehicles (by type) that exceed the useful life benchmark (ULB). This target allows for **13 percent** of revenue vehicles and **0 percent** of non-revenue vehicles to pass beyond useful life.
- Equipment: The percentage of equipment that exceeds the ULB – In the case of Shoreline Metro, “equipment” was characterized as the most significant equipment, or non-vehicle items with a replacement value of \$50,000 or more. These items include a bus wash, a forklift, a hoist, and a scrubber, all located at the Shoreline Metro bus garage. This target allows for **100 percent** of Shoreline Metro’s most significant equipment to pass beyond its useful life.
- Facilities: The percentage of facilities that are rated less than 3.0 on the Transit Economic Requirements Model (TERM) Scale. Shoreline Metro’s facilities include: its

administration, maintenance, and storage facility (bus garage), and its transfer facility/station. This target allows for **50 percent** of facilities to pass beyond useful life.

- Infrastructure: The percentage of track segments (by mode) that have performance restrictions. This performance measure does not apply to the Sheboygan Metropolitan Planning Area, as there is no rail transit in the area.

Highway Safety Targets

The USDOT established five performance measures for the Highway Safety Improvement Program (HSIP) within the National Performance Management Measures. WisDOT established statewide calendar year 2025 targets for each of the five HSIP performance measures in accordance with 23 CFR 490.209, which were approved at the state level in September 2024. The WisDOT statewide targets are:

- A **2%** reduction in average annual fatalities (from 591.6 to 579.8).
- A **2%** reduction in the average annual fatality rate (from 0.922 to 0.904 per 100 million VMT).
- A **2%** reduction in average annual serious injuries (from 3,145.0 to 3,082.1).
- A **2%** reduction in the average serious injury rate (from 4.906 to 4.808 per 100 million VMT); and
- A **2%** reduction in non-motorized fatalities and serious injuries (from 388.6 to 380.8).

The Bay-Lake Regional Planning Commission, as MPO for the Sheboygan Metropolitan Planning Area, agreed to support the statewide safety targets, which were approved by formal resolution on October 25, 2024. This followed several months of measuring these numbers and rates for the Sheboygan Metropolitan Planning Area, and concluding that the area had lower incidences and rates for four of the above measures than statewide averages, the one exception being non-motorized fatalities and serious injuries, which was higher than the statewide average for that measure. Greater education of motorists and pedestrians of all ages regarding safety issues in the Sheboygan Metropolitan Planning Area was also recommended. Commission MPO staff would also encourage the communities within the Sheboygan Metropolitan Planning Area to install protected bike lanes to make bicyclists and pedestrians feel safer. Commission MPO staff will work closely with WisDOT and will plan and program projects so that they contribute toward the accomplishment of WisDOT's calendar year 2025 HSIP targets.

Pavement Condition Targets

The USDOT established four performance measures for pavement condition on the National Highway System (NHS). WisDOT established 4-year (2025) statewide targets for the Interstate system, as well as 2-year (2023) and 4-year (2025) statewide targets for the non-Interstate NHS in accordance with 23 CFR 490, Subpart C, which were approved at the state level on December 16, 2022. The NHS Pavement Condition in Sheboygan MPA compared to WisDOT statewide targets are shown in the table below.

NHS Pavement Conditions in the Sheboygan MPA Compared to Statewide Targets

Measure	2020 Results (Sheboygan MPA)	WisDOT Statewide Baseline	2-Year Target (2023)	4-Year Target (2025)
Interstate - Percentage of pavements in "Good" Condition	84.0%	65.9%	>60.0%	>60.0%
Interstate - Percentage of pavements in "Poor" Condition	0.0%	0.3%	<4.0%	<4.0%
Non-Interstate NHS - Percentage of pavements in "Good" Condition	25.1%	36.3%	>30.0%	>30.0%
Non-Interstate NHS - Percentage of pavements in "Poor" Condition	5.7%	4.2%	<10.0%	<10.0%

Source: Wisconsin Department of Transportation, 2022 and 2023; and Bay-Lake Regional Planning Commission, 2023.

The Bay-Lake Regional Planning Commission, as MPO for the Sheboygan Metropolitan Planning Area, agreed to support the statewide pavement condition targets, which were approved by formal resolution on April 28, 2023. This followed limited time measuring pavement condition for Interstate and non-Interstate NHS segments in the Sheboygan Metropolitan Planning Area and concluding that the area had higher percentages of Interstate NHS pavement in “good” condition as well as lower percentages of Interstate and non-Interstate NHS pavement in “poor” condition than statewide averages. The area had a lower percentage of non-Interstate NHS pavement in “good” condition than the statewide average. Commission MPO staff will work closely with WisDOT and will plan and program projects so that they contribute toward the accomplishment of WisDOT’s 4-year (2025) Interstate pavement condition targets as well as WisDOT’s 2-year (2023) and 4-year (2025) non-Interstate NHS pavement condition targets.

Bridge Condition Targets

The USDOT established two performance measures for bridge condition on the NHS. WisDOT established 2-year (2023) and 4-year (2025) statewide targets for the NHS in accordance with 23 CFR 490, Subpart D, which were approved at the state level on December 16, 2022. The WisDOT statewide targets are:

NHS Bridge Conditions in the Sheboygan MPA Compared to Statewide Targets

Measure	2020 Results (Sheboygan MPA)	WisDOT Statewide Baseline	2-Year Target (2023)	4-Year Target (2025)
Percentage of NHS Bridges by Deck Area in "Good" Condition	25.0%	51.3%	>49.0%	>48.0%
Percentage of NHS Bridges by Deck Area in "Poor" Condition	0.0%	2.6%	<3.0%	<3.0%

Source: Wisconsin Department of Transportation, 2022 and 2023; and Bay-Lake Regional Planning Commission, 2023.

The Bay-Lake Regional Planning Commission, as MPO for the Sheboygan Metropolitan Planning Area, agreed to support the statewide bridge condition targets, which were approved by formal resolution on April 28, 2023. This followed limited time measuring the condition of NHS

bridges by deck area in the Sheboygan Metropolitan Planning Area. The percentage of NHS bridges by deck area in “poor” condition in the Sheboygan Metropolitan Planning Area was lower than the statewide average. However, the percentage of NHS bridges by deck area in “good” condition in the Sheboygan Metropolitan Planning Area was also lower than the statewide average (one of only two performance measures in which the metropolitan planning area fared worse than statewide averages). In spite of this below average statistic, MPO staff thought it would be best to support the statewide targets at this early stage in the target setting process until more robust data are available over time. Commission staff will work closely with WisDOT and will plan and program projects so that they contribute toward the accomplishment of WisDOT’s 2-year (2023) and 4-year (2025) NHS bridge condition targets.

Travel Time Reliability Targets

The USDOT established two performance measures for overall travel time reliability on the NHS. WisDOT established 2-year (2023) and 4-year (2025) statewide targets for the percentage of person-miles traveled that are reliable on the Interstate, and also established a 4-year (2025) statewide target for the percentage of person-miles traveled that are reliable on the non-Interstate NHS in accordance with 23 CFR 490, Subpart E, which were approved at the state level on December 16, 2022.

Travel Reliability in the Sheboygan MPA Compared to Statewide Targets

Measure	2021 Results (Sheboygan MPA)	WisDOT Statewide Baseline	2-Year Target (2023)	4-Year Target (2025)
Travel Reliability				
Percentage of person-miles traveled that are reliable on the Interstate	100.0%	96.4%	92.5%	93.0%
Percentage of person-miles traveled that are reliable on the Non-Interstate NHS	86.9%	93.9%	91.0%	89.5%

Source: Wisconsin Department of Transportation, 2022 and 2023; and Bay-Lake Regional Planning Commission, 2023.

The Bay-Lake Regional Planning Commission, as MPO for the Sheboygan Metropolitan Planning Area, agreed to support the statewide travel time reliability targets, which were approved by formal resolution on April 28, 2023. This followed limited time measuring the travel time reliability of the Interstate and the non-Interstate NHS in the Sheboygan Metropolitan Planning Area. The percentage of person-miles traveled that are reliable on the Interstate in the Sheboygan Metropolitan Planning Area was higher than the statewide average. However, the percentage of person-miles traveled that are reliable on the non-Interstate NHS in the Sheboygan Metropolitan Planning Area was lower than the statewide average (the second of two performance measures in which the metropolitan planning area fared worse than statewide averages). Again, in spite of this below average statistic, MPO staff thought it would be best to support the statewide targets at this early stage in the target setting process until more robust data are available over time. Commission staff will work closely with WisDOT and will plan and program projects so that they contribute toward the accomplishment of WisDOT’s 2-year (2023)

and 4-year (2025) travel time reliability targets on the Interstate and of WisDOT's 4-year (2025) travel time reliability target on the non-Interstate NHS.

Freight Reliability Targets

The USDOT established one performance measure for freight reliability, which is the Truck Travel Time Reliability Index on the Interstate. WisDOT established 2-year (2023) and 4-year (2025) statewide targets for the Truck Travel Time Reliability Index on the Interstate in accordance with 23 CFR 490, Subpart F, which were approved at the state level on December 16, 2022.

Freight Reliability in the Sheboygan MPA Compared to Statewide Targets

Measure	2021 Results (Sheboygan MPA)	WisDOT Baseline	2-Year Target (2023)	4-Year Target (2025)
Freight Reliability				
Truck Travel Time Reliability Index on the Interstate	1.16	1.20	1.30	1.30

Source: Wisconsin Department of Transportation, 2022 and 2023; and Bay-Lake Regional Planning Commission, 2023.

The Bay-Lake Regional Planning Commission, as MPO for the Sheboygan Metropolitan Planning Area, agreed to support the statewide freight reliability targets, which were approved by formal resolution on April 28, 2023. This followed limited time measuring truck travel time reliability on the Interstate in the Sheboygan Metropolitan Planning Area. The Truck Travel Time Reliability Index on the Interstate in the Sheboygan Metropolitan Planning Area was lower than the statewide average. Commission staff will work closely with WisDOT and will plan and program projects so that they contribute toward the accomplishment of WisDOT's 2-year (2023) and 4-year (2025) freight reliability targets on the Interstate.

Emission Reduction Targets

The USDOT established three performance targets applicable to air quality nonattainment and maintenance areas. Two of these (Peak Hour Excessive Delay and Non-SOV (Single Occupant Vehicle) Travel) are only applicable in urbanized areas with a population over one million. The only performance target in air quality nonattainment and maintenance areas that is applicable to the Sheboygan Metropolitan Planning Area involves emission reductions. In Wisconsin, three precursor pollutants are measured for emission reductions: volatile organic compounds (VOCs), oxides of nitrogen (NOx), and fine particulate matter (PM 2.5). WisDOT established 2-year (2023) and 4-year (2025) statewide targets for VOCs, NOx and PM 2.5 in accordance with 23 CFR 490, Subpart H, which were approved at the state level on December 16, 2022. The WisDOT statewide targets (in kilograms per day per \$1,000,000 of expenditure) are:

WisDOT statewide targets (in kilograms per day per \$1,000,000 of expenditure)

Total emissions reductions in nonattainment or maintenance areas for:	WisDOT Baseline	2-Year Targets	4-Year Targets
PM 2.5	8.276 kg	3.962 kg	8.100 kg
NOx	75.659 kg	22.767 kg	78.915 kg
VOC	18.941 kg	8.848 kg	18.318 kg

Source: Wisconsin Department of Transportation, 2022 and 2023; and Bay-Lake Regional Planning Commission, 2023.

In this case, the Sheboygan Metropolitan Planning Area is only responsible for either setting its own 4-year (2025) emission reduction targets or supporting WisDOT's statewide 4-year (2025) emission reduction targets for the precursor pollutants noted above. The Bay-Lake Regional Planning Commission staff consulted with WisDOT staff on where the metropolitan planning area stood relative to all nonattainment and maintenance areas in Wisconsin in regard to emission reductions for the precursor pollutants noted above. USDOT guidance recommends that states and MPOs use FHWA's "CMAQ Public Access System" to set emission reduction targets for precursor pollutants. Unfortunately, there are few CMAQ projects from the Sheboygan Metropolitan Planning Area that are accounted for in the "CMAQ Public Access System." There would be other ways to set targets for the metropolitan planning area, such as using previously calculated emission reduction estimates for projects that were awarded funding in the past two cycles that do not appear in the "CMAQ Public Access System," or assuming that the metropolitan planning area would have approximately 10 percent of the statewide emission reductions (since northeastern Wisconsin typically receives about 10 percent of the CMAQ funding in any given cycle). However, the first option is not advised by USDOT, and the second option is faulty because there are projects in this 10 percent that are outside the Sheboygan Metropolitan Planning Area. For these reasons, the Bay-Lake Regional Planning Commission, as MPO for the Sheboygan Metropolitan Planning Area, agreed to support the statewide 4-year (2025) emission reduction targets, which were approved by formal resolution on April 28, 2023. Commission staff will work closely with WisDOT and will plan and program projects so that they contribute toward the accomplishment of WisDOT's 4-year (2025) statewide emission reduction targets.

Public Transit Agency Safety Plan (PTASP) Targets

The U.S. Department of Transportation established various performance measures for safety at public transit agencies. The Sheboygan MPO worked with the one transit operator in the Sheboygan Metropolitan Planning Area (Shoreline Metro) to establish targets for these measures. A 2022 PTASP was developed for Shoreline Metro in the process of setting these targets. The Sheboygan Transit Commission approved the targets for Shoreline Metro on November 29, 2022. The Sheboygan MPO Technical and Policy Advisory Committees recommended approval of the targets for the MPO at their December 8, 2022, joint meeting. The Bay-Lake Regional Planning Commission approved the targets for the Sheboygan MPO on December 9, 2022. The metrics and targets are as follows:

Fixed-Route System:

Performance Category	2017 - 2021 Average	Target for 2023
Total Number of Reportable Fatalities	0.0	0.0
Rate of Reportable Fatalities per 100,000 Vehicle Revenue Miles	0.000	0.000
Total Number of Reportable Injuries	0.2	0.2
Rate of Reportable Injuries per 100,000 Vehicle Revenue Miles	<0.001	<0.001
Total Number of Reportable Safety Events	28.2	26.8
Rate of Reportable Safety Events per 100,000 Vehicle Revenue Miles	<0.001	<0.001
Average Distance Between Major Mechanical Failures (Miles)	96,291	101,105

Paratransit System:

Performance Category	2017 - 2021 Average	Target for 2023
Total Number of Reportable Fatalities	0.0	0.0
Rate of Reportable Fatalities per 100,000 Vehicle Revenue Miles	0.000	0.000
Total Number of Reportable Injuries	0.0	0.0
Rate of Reportable Injuries per 100,000 Vehicle Revenue Miles	0.000	0.000
Total Number of Reportable Safety Events	8.0	7.6
Rate of Reportable Safety Events per 100,000 Vehicle Revenue Miles	<0.001	<0.001
Average Distance Between Major Mechanical Failures (Miles)	351,586	369,165

The PTASP and its targets will likely be updated in 2024, and those targets will be incorporated into a future TIP (via amendment) once they have been approved by the Sheboygan Transit Commission (for Shoreline Metro) and by the Bay-Lake Regional Planning Commission (for the MPO).

Linkage of Investments to Established Performance Measures

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

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

There are four transit capital projects programmed in the *Sheboygan Metropolitan Planning Area TIP: Calendar Years 2024 – 2027*:

- Replacement of five (5) 35-foot fixed-route buses in 2026 (funded through FTA Section 5339).
- Replacement of two gas- or diesel-powered medium sized bus with a configuration of up to 11 ambulatory positions and up to two wheelchair positions in 2025. This vehicle will transport the elderly and persons with disabilities and will be funded through FTA Section 5310/CARES Act.
- Replacement of two gas- or diesel-powered medium sized bus with a configuration of up to 11 ambulatory positions and up to two wheelchair positions in 2025. This vehicle will transport the elderly and persons with disabilities and will be funded through FTA Section 5310.

These projects will improve the overall condition of the rolling stock component of Shoreline Metro's transit assets. These projects will take place within the timeframe of the *2024 – 2027 TIP*.

Analysis of Projects in the TIP in Regard to Highway Safety

Infrastructure Projects

The *2024 – 2027 TIP* contains two projects that have the direct purpose of improving safety on the transportation system.

- Reconstruction of intersection at State Highway 23 with CTH TT in 2026. Reconstruction of the intersection will improve the safety of highway transportation system and will involve HSIP funding with state match.
- Reconstruction and preservation of intersection at State Highway 32 with CTH V will take place in 2027 and will involve HSIP funding with state match and local match.

In addition to that, a lot of other projects programmed for *2024 – 2027 TIP*, should improve safety on the transportation system. Also, three of the six categories of “grouped” street and highway projects in the *2024 – 2027 TIP* involve various forms of highway safety.

Surface Transportation Block Grant (STBG) – Urban Projects

There are no new STBG Urban project programmed for the 2024-2027 TIP. However, One STBG Urban project was selected in 2022 for the 2023 – 2026 funding cycle. This project involves the reconstruction (with no increase in capacity) of County Highway TA/Taylor Drive from Union Avenue to Erie Avenue. The construction of this project will take place in 2024. The project involving the reconstruction (with no increase in capacity) of County Highway EE/Weeden Creek Road from County Highway OK/South Business Drive to County Highway KK/South 12th Street is planned to be completed in 2025; its design started in 2022 and construction is scheduled to take place in 2025.

The STBG Urban program uses ranking criteria to set priorities for funding. The criteria include: plan consistency; current or potential demand (capacity needs); functional classification

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

Bicycle and Pedestrian Safety Projects

The bicycle and pedestrian swing bridge over the Sheboygan River was awarded a \$5.3 million RAISE grant in 2022, and the project design started in 2023, with construction scheduled to take place in 2027.

Analysis of Projects in the TIP in Regard to Pavement Condition

The 2024 – 2027 TIP contains ten projects that will improve the pavement condition of the transportation system.

- Design, right-of-way acquisition and reconstruction with no increase in capacity on County Highway EE/Weeden Creek Road from County Highway OK/South Business Drive to County Highway KK/South 12th Street. Design started in 2023 and will continue in 2024, and right-of-way acquisition took place in 2023. The reconstruction phase of this project will take place in 2025 and will involve STBG Urban funding and local matching funds, while the design and right-of-way phases will be locally funded.
- Milling and overlay of the existing asphaltic pavement on State Highway 32 from County Highway D to State Highway 28 is scheduled for 2024. This project will involve STBG funding, along with state matching funds.
- Replacement and preservation of several bridges on State Highway 32 from County Highway D to State Highway 28 is scheduled for 2024. This project will involve STBG funding, along with state matching funds.
- Resurfacing of State Highway 42 in the Village of Howards Grove is scheduled for 2024. This project will involve NHPP funding, along with state matching funds.
- Design leading to reconstruction with no increase in capacity on North 15th Street from State Highway 42/Calumet Drive to North Avenue is scheduled for 2024 and 2025. This phase of the project will be locally funded by the City of Sheboygan.
- Reconstruction with no increase in capacity on County Highway TA/Taylor Drive will take place in 2024. This project will involve STBG Urban funding, along with local matching funds.
- Design leading to reconstruction with no increase in capacity on Fond du Lac Avenue from State Highway 32/Main Street to Oak Street is scheduled for 2024 and 2025. This phase of the project will be locally funded by the City of Sheboygan Falls.

- Design leading to resurfacing and preservation on State Highway 32 from State Highway 42 to State Highway 57 will take place in 2024. This project will involve STBG funding, along with state matching funds.
- Design leading to resurfacing on State Highway 28/Washington Avenue/South Business Drive from County Highway TA/South Taylor Drive to Wilson Avenue will take place in 2024. This project will involve NHPP funding, along with local matching funds.
- Resurfacing of State Highway 32 from State Highway 23 to State Highway 42 will take place in 2023. This project will involve STBG funding, along with state matching funds.
- Design leading to resurfacing and preservation on State Highway 32 at the intersection with CTH V will take place in 2024.
- Resurfacing and preservation on State Highway 23 from CTH P to State Highway 32 will take place in 2023. This project will involve NHPP funding, along with state matching funds.

In addition, three of the six categories of “grouped” street and highway projects in the *2024 – 2027 TIP* involve preventive maintenance on the Interstate highway system, other parts of the NHS, and on the state-trunk connecting highway system, which can also improve pavement condition in the area.

Analysis of Projects in the TIP in Regard to Bridge Condition

The *2024 – 2027 TIP* currently contains one project that will improve the condition of transportation system bridges; this project involves the replacement and preservation of several bridges on State Highway 32 from County Highway D to State Highway 28 in 2024. This project will involve STBG funding, along with state matching funds.

In addition, three of the six categories of “grouped” street and highway projects in the *2024 – 2027 TIP* involve preventive maintenance on the Interstate highway system, other parts of the NHS, and on the state-trunk connecting highway system, which could also improve bridge conditions in the area.

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

The *2024 – 2027 TIP* contains one project that will improve travel time reliability on the transportation network. This project involves “addition of radio communication infrastructure, installation of video detection, conducting intersection turning movement counts, and retiming and coordinating traffic signals.” This project is scheduled to be implemented in 2025 and is funded through the CMAQ program as well as with local matching fund.

- Signal timing on Taylor Drive from Indiana Avenue to Superior Avenue.

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

Analysis of Projects in the TIP in Regard to Freight Reliability

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

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

Analysis of Projects in the TIP in Regard to Emission Reductions

The 2024 – 2027 TIP contains one project that will lead to emission reductions on the transportation network. The project include the following:

- Signal timing on Taylor Drive from Indiana Avenue to Superior Avenue (implementation in 2025).

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

It should also be noted that CMAQ projects from previous TIP cycles will also contribute to emission reductions in the metropolitan planning area.

Analysis of Projects in the TIP in Regard to Public Transit Agency Safety

There is one transit capital project programmed in the *Sheboygan Metropolitan Planning Area TIP: Calendar Years 2024 – 2027*:

- Replacement of five (5) 35-Foot Fixed-Route Buses in 2026 (funded through FTA Section 5339 or 5307).
- Replacement of two gas- or diesel-powered medium sized bus with a configuration of up to 11 ambulatory positions and up to two wheelchair positions in 2025. These vehicles will transport the elderly and people with disabilities and will be funded through FTA Section 5310.
- Replacement of two gas- or diesel-powered medium sized bus with a configuration of up to 11 ambulatory positions and up to two wheelchair positions in 2025. These vehicles will transport the elderly and people with disabilities and will be funded through FTA Section CARES Act program.

These projects will improve the safety of Shoreline Metro's vehicle fleet. These projects will take place within the timeframe of the *2024 – 2027 TIP*.

Conclusion

The *Sheboygan Metropolitan Planning Area Transportation Improvement Program (TIP): Calendar Years 2024 – 2027* implements a variety of projects that assist in either meeting locally established performance targets (in the case of Transit Asset Management and Public Transit Agency Safety) or in assisting the MPO in supporting statewide performance targets established by WisDOT (in the case of all other targets, including targets in the areas of safety, pavement condition, bridge condition, travel time reliability, freight reliability, and emission reductions). Future LRTPs and TIPs are expected to continue to improve the linkage between performance targets and recommended projects over the years to come.

APPENDIX I
SHEBOYGAN MPO TECHNICAL AND POLICY ADVISORY
COMMITTEE MEMBERS

**SHEBOYGAN METROPOLITAN PLANNING ORGANIZATION
TECHNICAL ADVISORY COMMITTEE**

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FTA Region 5
Chicago

Kevin Struck
Growth Management Educator
Sheboygan Co. UW Extension
Sheboygan

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City of Sheboygan Dept. of Planning and Development
Sheboygan

Aaron Brault
Sheboygan County Planning and Conservation Department
Sheboygan

Matt Sorenson, Urban Planning Section
WisDOT Bureau of Planning & Economic Development
Madison

Bryan Olson, Director*
Sheboygan County Transportation Dept.
Sheboygan

Karl Buck (Ex-Officio Member)
Federal Highway Administration, Wisconsin Division
Madison

Kevin Jump
City of Sheboygan DPW Engineering Division
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Jerry Benzschawel, Director
City of Sheboygan Falls Public Works Department
Sheboygan Falls

Derek Muench**, Director
Shoreline Metro
Sheboygan

Brian Kierzek
WisDOT Bureau of Transit, Local Roads, Railroads & Harbors
Madison

Nick Weber
WisDOT Northeast Region
Green Bay

Ryan Welsing
Village of Howards Grove

Matthew Grenoble
Sheboygan Co. Memorial Airport
Sheboygan Falls

David Bizot
Bureau of Air Management
Wisconsin DNR
Madison

Al Bosman
Eastern WI Counties Railroad Consortium
Sheboygan

David Smith
Bicycling Advocate
Sheboygan

David Biebel, Director
Department of Public Works
City of Sheboygan

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Wisconsin DNR
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Jeremiah Schiefelbein
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Green Bay

Cory Roeseler
Sheboygan Co. Traffic Safety Commission
Sheboygan

Mike Kitzerow
Village of Kohler

*Indicates Committee Chair

**Indicates Committee Vice-Chair

**SHEBOYGAN METROPOLITAN PLANNING ORGANIZATION
POLICY ADVISORY COMMITTEE**

Vernon Koch*, Chairperson
Sheboygan County Board

Lyman “Skip” Theobald, Chairperson
Town of Sheboygan Falls

John Ehmann, Chairperson
Town of Wilson

Tom Holtan (for Daniel Hein, Chairperson)
Town of Sheboygan

Tom Schnettler, President
Village of Kohler

Randy Meyer, Mayor
City of Sheboygan Falls

Ryan Sorenson, Mayor
City of Sheboygan

Aaron Anger, Chairperson
Town of Mosel

Charles Born**, Chairperson
Town of Lima

Dale Wuestenhagen, President
Village of Howards Grove

Heather Cleveland, Chairperson
Sheboygan Transit Commission
Sheboygan

George Marthenze, Chairperson
Town of Herman

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WisDOT Northeast Region
Green Bay

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**Indicates Committee Vice-Chair

Bay-Lake Regional Planning Commission

Commission Members

Brown County

Vacant

Door County

Vacant

Florence County

Edwin Kelley
Larry Neuens
Rich Wolosyn

Kewaunee County

Vacant
Tom Romdenne
Donna Thomas

Manitowoc County

Dan Koski, Vice-Chairperson
James Falkowski
Greg Grotegut

Marinette County

Ann Hartnell, Secretary/Treasurer
Michael Kunesh
Thomas Mandli

Oconto County

Karl Ballestad
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