

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

January 25, 2018

Sheboygan County Administration Building (Room 302), Sheboygan

MEMBERS PRESENT: Charles Born, Policy Advisory Committee Vice Chairperson,
Presiding

Policy Advisory Committee: Bill Blashka for Daniel Hein (Town of Sheboygan)
Matt Halada for Will Dorsey (WisDOT Northeast Region, Green Bay, by phone)
George Marthenze for Tom Wegner (Sheboygan County)
Rick Meyer for John Ehmann (Town of Wilson)

Technical Advisory Committee: Jerry Benzschawel (City of Sheboygan Falls Department of Public Works)
David Biebel (City of Sheboygan Department of Public Works)
Aaron Brault (Sheboygan County Planning and Conservation Department)
Derek Muench (Shoreline Metro)
Diane Paoni (WisDOT Bureau of Planning and Economic Development, Madison, by phone)
David Smith (Bicycle and Pedestrian Transportation Advocate)
Steve Sokolowski (City of Sheboygan Department of Planning and Development)

MEMBERS EXCUSED: Steven Bauer (Town of Sheboygan Falls and Policy Advisory Committee Chairperson)
Brett Edgerle (Village of Kohler)
Mary Forlenza (Federal Highway Administration – Wisconsin Division – Ex-Officio)
Evan Gross (Federal Transit Administration – Region 5 office – Ex-Officio)
Cory Roeseler (Sheboygan County Traffic Safety Commission Representative to the MPO Technical Advisory Committee)
Ryan Sazama (City of Sheboygan Department of Public Works – Engineering Division)
Greg Schnell (Sheboygan County Transportation Department)
Mayor Mike Vandersteen (City of Sheboygan)

OTHERS PRESENT: Nancy DesJardins (Town of Wilson)
Edward Procek (Sheboygan County Board and Bay-Lake RPC
Commissioner Representing Sheboygan County)

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

1. The meeting was called to order at 1:07 p.m. by Policy Advisory Committee Vice Chairperson Charles Born.

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

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

2. **Moved** by George Marthenze and seconded by David Smith that both committees approve the agenda for the January 25, 2018, joint Technical Advisory Committee/Policy Advisory Committee meeting. Motion carried, with all voting aye on a voice vote.

3. **Moved** by Aaron Brault and seconded by George Marthenze that both committees approve the minutes of the December 7, 2017, joint Technical Advisory Committee/Policy Advisory Committee meeting. Motion carried, with all voting aye on a voice vote.

4. Policy Advisory Committee Vice Chairperson Charles Born asked if there was any public input. Jeffrey Agee-Aguayo briefly explained the MPO transportation planning process, the roles of the MPO Technical and Policy Advisory Committees, and the Town of Wilson's role in this process to Rick Meyer and Nancy DesJardins. No additional public input was received.

5. Members of both committees reviewed and recommended approval of minor amendments to the *Sheboygan Metropolitan Planning Area Transportation Improvement Program (TIP): Calendar Years 2018 – 2021* to the Bay-Lake Regional Planning Commission.

Jeffrey Agee-Aguayo distributed packets of tables that were being amended in the *2018-2021 TIP* to everyone in attendance. Jeffrey Agee-Aguayo then proceeded to review changes that were made in these tables.

Jeffrey Agee-Aguayo reviewed changes made to Table 2 (Transit Capital Items) with everyone in attendance. These changes affected illustrative projects only. Derek Muench discussed these changes.

Jeffrey Agee-Aguayo reviewed a change made to Table 3 (Elderly and Disabled Transportation Projects) with everyone in attendance. This change replaced the standard volunteer driver

program with an enhanced volunteer driver program that can transport elderly (60 and over) and disabled adults for trip purposes in addition to medical appointments.

Jeffrey Agee-Aguayo reviewed changes made to Table 4 (Elderly and Disabled Transportation Capital Projects) with everyone in attendance. The first project (two side entry minivans with five ambulatory positions and one wheelchair position for the county's volunteer driver program) was awarded funding, so it was being officially programmed in the TIP. In addition, Shoreline Metro's paratransit vehicle program was changed from one vehicle in each of 2019, 2020 and 2021 to no vehicles in 2019 and 2021 and two vehicles in 2020; it was explained that the STP Urban program would likely fund these vehicles, which are listed as illustrative projects at this time.

Jeffrey Agee-Aguayo reviewed changes made to Table 5 (Bicycle and Pedestrian Transportation Projects) with everyone in attendance. Two of the three projects that were modified involved the spreading out of the costs involved with a phase of each project. A third project (the multi-use pathway in the Alliant Energy utility corridor) had a decrease in scope and an accompanying decrease in cost. Jeffrey Agee-Aguayo asked if the segment of the Alliant Energy utility corridor multi-use pathway project that was dropped (from South 18th Street to South 12th Street) should be added as an illustrative (not programmed) project in Table 5; Aaron Brault responded that this segment should not be added as an illustrative project at this time.

Jeffrey Agee-Aguayo reviewed changes made to Table 6 (Street and Highway Improvement Projects) with everyone in attendance. One project (construction of a roundabout at the intersection of State Highway 28 and County Highway EE) increased in cost by \$121,000. A second project (replacement of the Meadowlark Road bridge and approaches over the Sheboygan River in the Town of Sheboygan Falls) involved a decrease in cost of \$343,000; federal and local participation in this project increased, while state participation in the project was dropped. The third project that changed (rehabilitation of the Pennsylvania Avenue bridge over the Sheboygan River in the City of Sheboygan) did not have a change in cost, but was moved from 2018 to 2019.

Jeffrey Agee-Aguayo distributed and briefly reviewed the revised financial plan for the 2018 – 2021 TIP (as amended). Jeffrey Agee-Aguayo noted that the cells shaded in gray in Table 7 (Programmed and Available Federal Funding for the 2018 – 2021 TIP (As Amended)) had changed since the original TIP was approved.

Members of both committees were asked if they had any questions or comments on the minor amendments to the 2018 – 2021 TIP; there were no questions or comments from members of either committee.

Moved by Aaron Brault and seconded by Derek Muench that both committees recommend approval of the minor amendments to the *Sheboygan Metropolitan Planning Area TIP: Calendar*

Years 2018 – 2021 to the Bay-Lake Regional Planning Commission. Motion carried, with all voting aye on a voice vote.

6. Jeffrey Agee-Aguayo distributed the revised draft of a report on Transportation System Performance Indicators for the Sheboygan Metropolitan Planning Area for 2017 to everyone in attendance. Jeffrey Agee-Aguayo also distributed maps accompanying this report to everyone in attendance.

Jeffrey Agee-Aguayo reviewed changes and additions to the report with everyone in attendance, and also reviewed the maps in the order in which they are referenced in the report. Jeffrey Agee-Aguayo acknowledged the contributions of Josh Schedler (maps) and Madison Smith (figures) of the Bay-Lake Regional Planning Commission to the report.

The following changes and additions to the report were reviewed:

- Pages 9 and 10 (immediately following Table 4): Narrative was added referring to the fact that Uber and Lyft operate in the Sheboygan Metropolitan Planning Area.
- Pages 12 through 15: Park-and-ride discussion (including Figures 13A, 13B and 13C): This information was modified as needed to consider December 2017 park-and-ride usage.
- Page 16: Airport volume – total operations: This information was updated to reflect the 12 month period that ended on August 25, 2017.
- Page 17: Freight – Tonnage by Mode, Sheboygan County: Information on inbound tonnage was corrected; just over 71 percent of inbound freight was transported by truck, while just under 29 percent of inbound freight was transported by rail.
- Pages 21 through 24: Local pavement ratings (from PASER/WISLR): This information was added to the report since it was last presented in early December. Updated information for 2017 was presented. Information was presented for small amounts of unimproved earthen road, brick or block road, and unknown pavement types. The majority of the analysis focused on the ratings of gravel and sealcoat roads as well as the ratings of paved (typically asphalt and concrete) roads. Figures 20 (Ratings for Unpaved and Sealcoat Roads) and 21 (Ratings for Paved Roads) were added to the report. Maps portraying PASER ratings of gravel/sealcoat surfaces and of paved surfaces were also reviewed; Jeffrey Agee-Aguayo commented that the map portraying ratings of paved surfaces had more generalized ratings this time (six color gradients this year as opposed to ten such gradients in last year's map).
- Page 24: WisDOT Pavement Condition Index (PCI) data for the state trunk highway system: Figure 22 (State Trunk Highway Condition, Communities of the Sheboygan Metropolitan Planning Area) was added to the report. A map portraying PCI ratings for state trunk highway segments in the communities of the Sheboygan Metropolitan Planning Area was also reviewed.
- Pages 25 and 26: WisDOT Sufficiency Ratings: Figure 23 (Bridge Condition by Rating within the Communities of the Sheboygan Metropolitan Planning Area) was added to the

report. The narrative discussion concerning deficient bridges and bridges in fair condition was converted into two tables (Tables 5 and 6). A map portraying the sufficiency ratings of bridges in the communities of the Sheboygan Metropolitan Planning Area was also reviewed.

- Pages 26 through 28: Culvert Ratings: Figure 24 (Culvert Ratings) was added to the report. A table discussing the condition of rated culverts in the communities of the Sheboygan Metropolitan Planning Area (Table 7) was added to the report. The same map portraying the sufficiency ratings of bridges also portrayed the condition of culverts in the communities of the Sheboygan Metropolitan Planning Area, and this information was also reviewed.

As far as questions and comments from members of both committees were concerned:

- Steve Sokolowski suggested adding a newer taxi service in the area (Blue Cab) to the inventory of private transportation providers in Table 4.
- David Biebel asked how the Sheboygan Metropolitan Planning Area compares to other metropolitan planning areas in Wisconsin in regard to pavement ratings. Jeffrey Agee-Aguayo did not have this information on hand, but noted that he would look into this and report back on any information that is available at a future meeting. A comparison of various performance indicators across a small number of smaller Wisconsin MPOs was briefly reported on at the January 2017 joint meeting of the MPO advisory committees.
- In regard to the PASER rating map of paved surfaces, Aaron Brault suggested importing his department's county highway pavement rating data into future such maps, and added that Brett Zemba of the Sheboygan County Planning and Conservation Department staff would be the contact for acquiring this data.
- In regard to the PCI rating map for state trunk highway segments, David Biebel commented that the City of Sheboygan was trying to get deficient portions of South Business Drive programmed for 2022 and/or 2023 construction. Also in regard to this map, Charles Born indicated that there might be other improvements to State Highway 28 in the metropolitan planning area in the near future.
- Matt Halada stated that he would give a full WisDOT Northeast Region program update at the February meeting.
- Nancy DesJardins noted that there may be transportation improvements in the vicinity of County Highway V and South 12th Street (such as a roundabout) if the Kohler Company golf course near Kohler-Andrae State Parks is built.

Jeffrey Agee-Aguayo stated that the manner in which pavement and bridge conditions get reported for facilities on the National Highway System (NHS) will change over the next few months per federal guidance.

Moved by David Biebel and seconded by Aaron Brault to approve the report on Transportation System Performance Indicators for the Sheboygan Metropolitan Planning Area for 2017 (subject to incorporating the one addition suggested by Steve Sokolowski). Motion carried, with all

voting aye on a voice vote. Jeffrey Agee-Aguayo commented that once this is finalized, it will be published on the MPO webpage.

7. Jeffrey Agee-Aguayo discussed the process of updating the *Year 2045 Sheboygan Area Transportation Plan (SATP)* with everyone in attendance.

Jeffrey Agee-Aguayo distributed copies of the plan update schedule to everyone in attendance, and stated that the plan update needs to be adopted by May 2019. Jeffrey Agee-Aguayo also distributed the draft outline for the plan update to everyone in attendance.

Jeffrey Agee-Aguayo reviewed the plan update schedule with everyone in attendance. Typically, this schedule gets reviewed (and as needed, revised) twice a year: May/June (as part of the mid-year review meeting with WisDOT and FHWA), and September/October (as part of the development of the following year's MPO Work Program). Key data collection and preparation activities will include: preparation of a transportation inventory chapter of the plan; development of control total socioeconomic projections (if needed) for 2045; implementation status of the original *Year 2045 SATP* in terms of land use and transportation; and incorporation of performance targets into the plan. A chapter on revised goals and objectives will also be included in the plan update. An existing needs and deficiencies analysis will be conducted that will focus on modeled and non-modeled projects. Travel demand forecast modeling activities will include: existing (base year) conditions; future (2045) conditions under the "continuation of existing trends" land use scenario; future committed and planned projects; analysis of results; and refinement. An updated financial plan/fiscal constraint chapter will also be part of this plan. The transportation conformity process will also be incorporated into the plan update. The schedules for MPO advisory committee meetings, public input meetings, public comment period/public hearing, and final adoption were also reviewed.

Jeffrey Agee-Aguayo also reviewed the draft outline for the plan update with everyone in attendance. The review focused on changes to the outline since the last plan. The following changes were reviewed:

- Item II. B.: Federal Regulations Impacting the Transportation Planning Process (p. 1): The "Fixing America's Surface Transportation" (FAST) Act was added, while the "Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users" (SAFETEA-LU) was removed.
- Item II. G.: Sheboygan MPO Functions (p. 1): Setting of Performance Targets was added as a function.
- Item II. H.: Coordination and Consistency with the State (p. 1): The listing of WisDOT plans and programs was updated as needed.
- Item IV.: Chapter 4: Mission Statement, Goals and Objectives (p. 2): This was simplified, but will expand as the goals are established in the coming months.
- Item V. G.: Roadway Networks: Under the "Enhanced National Highway System (NHS, p. 4)," Map 5.16 will need to be modified, since WisDOT approved changes to the

Enhanced NHS that affected the metropolitan planning area since the last plan. Under “Regulations (Federal/State/Access Management),” it was noted that Level of Service (LOS) thresholds were modified by WisDOT since the last plan was approved, which will need to be reflected in the plan update.

- Item VI. B.: Estimating Future Transportation Needs (p. 5): Map 6.1 (the land use inventory map) will be updated (the map in the previous plan had a 2009 inventory year, while the updated map will have a 2015 inventory year). There might be updates to the 2045 control total socioeconomic projections (for population, households, employment and school enrollment) if the Wisconsin Department of Administration updates its projections for Wisconsin counties within a reasonable timeframe. Jeffrey Agee-Aguayo commented that this discussion will only focus on the 2045 land use scenario selected in the last plan (continuation of existing trends), but added that there will be some modifications to traffic analysis zone (TAZ) level allocations because of changes in development since 2015. Jeffrey Agee-Aguayo stated that he would consult with each individual community regarding their development patterns in the near future. The LOS threshold modification issue will also impact this portion of the plan update.
- Item VII. I.: Comparison of Travel Demand Projections Under Base Year and 2045 Baseline Conditions and Under 2045 Conditions with the Recommended Transportation Plan (p. 6): The “base year” remains to be determined. The base year in the last plan was 2010. There will be discussion with other stakeholders in the coming days on whether the base year will remain at 2010 or if it will be moved to 2015.
- Appendix B (p. 8): The transportation system performance indicator report that appeared in previous plans will be replaced with “Documentation of Meeting MAP-21 and FAST Act Planning Requirements Since Adoption of the Original *Year 2045 SATP*.” This appendix will include: evidence of performance-based planning and programming; inclusion of additional metropolitan planning factors; additional transportation components to be addressed; and consultation with additional parties.
- Appendix C (p. 8): The conformity analysis will refer to the Update to the *Year 2045 SATP* and the 2019 – 2022 TIP.

As far as questions and comments from members of both committees were concerned, Aaron Brault suggested having one meeting in which the committees review the entire draft document (as opposed to review of individual chapters at multiple meetings). David Biebel commented that whether this is feasible will depend upon which base year is used, clarifying that if the base year moves to 2015, more consultation with the committees may be warranted.

Jeffrey Agee-Aguayo asked WisDOT Bureau of Planning and Economic Development staff (Diane Paoni) and FHWA Wisconsin Division staff (Mary Forlenza) to review the proposed outline to make sure that it addresses all recent metropolitan transportation planning requirements.

Moved by David Biebel and seconded by Aaron Brault to accept the schedule and revised outline for the Update to the *Year 2045 SATP* (subject to any suggested revisions by WisDOT

Bureau of Planning and Economic Development and FHWA Wisconsin Division staff). Motion carried, with all voting aye on a voice vote.

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

Matt Halada stated that Transportation Alternatives Program (TAP) grant applications are due by January 26, 2018. Matt Halada discussed the WisDOT Northeast Region's role in this program.

Matt Halada reiterated that he would give a full WisDOT Northeast Region program update at the February meeting of the MPO advisory committees, adding that not much was going on from a project perspective during the winter months.

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

Jeffrey Agee-Aguayo stated that he met with staff from JT Engineering at their office in Hobart on December 12, 2017. The southern extension of the Sheboygan Business Center was discussed at this meeting. This could have traffic implications as to the configuration of capacity modifying street and highway projects recommended in this portion of the metropolitan planning area as the *Year 2045 SATP* is updated.

Jeffrey Agee-Aguayo noted that he participated in a quarterly meeting of the Northeast Wisconsin Regional Access to Transportation Committee (NEWRATC) on January 10, 2018, in Appleton. A representative from MTM (the statewide broker for non-emergency medical transportation in Wisconsin) was on hand to answer questions from and otherwise listen to committee members.

Jeffrey Agee-Aguayo indicated that he participated in a quarterly meeting of the Sheboygan County Transportation Coordinating Committee (TCC) at the Sheboygan County Aging and Disability Resource Center (ADRC) office in Sheboygan Falls on January 10, 2018. Amendment #2 to the *Coordinated Public Transit – Human Services Transportation Plan for Sheboygan County* was reviewed and approved at this meeting. Jeffrey Agee-Aguayo explained the changes that warranted the amendment to everyone in attendance.

Jeffrey Agee-Aguayo commented that he participated in a project review meeting for the Congestion Mitigation and Air Quality (CMAQ) improvement program (via teleconference) on January 16, 2018. Jeffrey Agee-Aguayo added that this will be less of a cooperative process than in the past, with WisDOT selecting projects with an internal committee rather than the WisDOT/WDNR/MPO cooperative project selection process that has been enjoyed in the past.

Jeffrey Agee-Aguayo stated that he participated in a quarterly meeting of the WDNR Transportation Conformity Work Group (via teleconference) on January 17, 2018.

Jeffrey Agee-Aguayo noted that he participated in a quarterly MPO/RPC Directors' meeting (held via teleconference this quarter) on January 23, 2018, adding that this was a very informative and productive teleconference.

Jeffrey Agee-Aguayo indicated that he would be meeting with Derek Muench immediately following this meeting to discuss formulating a review committee for Shoreline Metro's Transit Development Program (TDP) update, as well as a technical assistance issue.

Jeffrey Agee-Aguayo commented that the Bay-Lake Regional Planning Commission's Executive Committee would be meeting on January 26, 2018 at the Commission office. One of the agenda items at this meeting involves approval of the minor amendments to the *2018 – 2021 TIP* that were recommended for approval at this meeting of the MPO advisory committees.

Finally, Jeffrey Agee-Aguayo stated that he and other Commission staff would be meeting with staff from the Wisconsin Department of Health Services (DHS) on January 31, 2018, at the Commission office. Healthy communities and their connection to planning will be discussed at this meeting.

9. The next meeting of the Sheboygan MPO Technical and Policy Advisory Committees was scheduled for **Thursday, February 22, 2018, at 1:00 p.m.**

David Smith indicated that he would not be able to attend the next meeting, and asked to be excused from that meeting.

10. **Moved** by Derek Muench and seconded by David Biebel that the joint meeting of the Sheboygan MPO Technical and Policy Advisory Committees be adjourned. Motion carried, with all voting aye on a voice vote. The meeting adjourned at 2:27 p.m.

Recording secretary,

Jeffrey C. Agee-Aguayo

