

MINUTES
BAY-LAKE REGIONAL PLANNING COMMISSION
SHEBOYGAN METROPOLITAN AREA
TECHNICAL AND POLICY ADVISORY COMMITTEES
February 23, 2006
Sheboygan County Highway Department

- MEMBERS PRESENT: Louella Conway, Policy Advisory Committee Vice Chairperson, Presiding
- Policy Advisory Committee: Cathy Conrad for Keith Schachel (Town of Wilson)
Chris Culotta for Mike Berg (WisDOT Northeast Region – Green Bay)(The WisDOT Northeast Region is also represented on the MPO Technical Advisory Committee)
Ron McDonald for Richard Hiers (Sheboygan Parking and Transit Utility Commission)(The Sheboygan Parking and Transit Utility is also represented on the MPO Technical Advisory Committee)
Randy Peichl (Town of Sheboygan Falls)
Clay Riemer for William Jens (Town of Lima)
Wayne Warnecke for Nathan Athorp (Town of Mosel)
- Technical Advisory Committee: David Biebel (City of Sheboygan Dept. of Public Works)
Shannon Haydin (Sheboygan County Planning and Resources Dept.)
Stephanie Hickman (Federal Highway Administration – Wisconsin Division – Ex-Officio)
LaVerne Hoerig (Sheboygan County Traffic Safety Commission Representative to the MPO Technical Advisory Committee)
Tom Holtan (City of Sheboygan Dept. of Public Works)
Roger Laning (Sheboygan County Highway Dept.)
Michael Mersberger (City of Sheboygan Falls Dept. of Public Works)
Kurt Miller (WisDOT Bureau of Planning and Economic Development – Madison)
James Schuette (Village of Howards Grove)
Steve Sokolowski for Paulette Enders (Sheboygan Dept. of City Development)
- MEMBERS EXCUSED: Ken DeSombre (Village of Howards Grove)
James Gilligan for William Goehring (Sheboygan County)

Susan Hart for Juan Perez (City of Sheboygan)
Bruce Neerhof (Village of Kohler)

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

1. The meeting was called to order at 1:30 p.m. by Policy Advisory Committee Vice Chairperson Louella Conway.
2. **Moved** by LaVerne Hoerig and seconded by Tom Holtan that both committees approve the agenda for the February 23, 2006, joint Technical Advisory Committee/Policy Advisory Committee meeting. Motion carried, with all voting aye on a voice vote.
3. **Moved** by Roger Laning and seconded by Tom Holtan that both committees approve the minutes of the January 19, 2006, joint Technical Advisory Committee/Policy Advisory Committee meeting. Motion carried, with all voting aye on a voice vote.
4. Policy Advisory Committee Vice Chairperson Louella Conway asked if there was any public input; none was received.

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

5. Members of both committees then turned to discussion concerning the *Year 2035 Sheboygan Area Transportation Plan (SATP)*.

A. Members of both committees reviewed portions of draft Chapter 5 (Existing Condition of the Transportation Network) completed since the January 19, 2006, meeting.

1. Jeffrey Agee-Aguayo distributed and reviewed the draft Intercity Passenger Network Section of Chapter 5 with members of both committees.

The draft Intercity Passenger Network section of Chapter 5 included an inventory of intercity passenger facilities. Existing intercity passenger services were inventoried, including Greyhound Lines, various other passenger bus services in the area, and the Sheboygan County Memorial Airport. A map illustrated the locations of the Greyhound Lines station and the Sheboygan County Memorial Airport, as well as the routes which Greyhound usually uses to get to and from its station in Sheboygan. Wayne Warnecke commented that in the inventory of other passenger bus services (pages 5-70 and 5-72), Heidenreiter Bus Services serves the Sheboygan Falls School District, while Johnson School Bus Service serves the Plymouth School District.

The inventory of intercity passenger facilities also examined proposed intercity passenger services, in particular the Midwest Regional Rail Initiative (MWRRI). Jeffrey Agee-Aguayo noted that MWRRI rail service would likely not be directly provided to

Sheboygan, but added that feeder bus service (originating in Manitowoc) would likely stop in Sheboygan and connect passengers to passenger train services in Milwaukee. Alternatively, passengers could drive to the Fond du Lac area to catch train service headed to Milwaukee. A map of the proposed Midwest Regional Rail System was included in this section. There was considerable discussion regarding the MWRRI from members of both committees. Kurt Miller had comments concerning possible errors in the top train speeds noted on Map 5.11 (page 5-73); Jeffrey Agee-Aguayo noted that this map was imported from a report produced by a consultant to the Midwestern states studying the feasibility of the MWRRI in 2004, and might have been updated since that time.

Jeffrey Agee-Aguayo also reviewed current conditions involving Greyhound Lines and the Sheboygan County Memorial Airport. Attributes reviewed included passenger movement, safety and security, and access. There were no comments concerning current conditions from members of either committee in attendance at the meeting.

2. Jeffrey Agee-Aguayo distributed and reviewed the draft Freight Network Section of Chapter 5 (prepared to date) with members of both committees.

The Freight Network section begins with an inventory of freight facilities in the metropolitan planning area. The inventory begins with an introduction, followed by inventories of freight terminals, railroad facilities (including descriptions of three railroads either directly or indirectly serving the metropolitan planning area: the Union Pacific, the Canadian National, and the Wisconsin and Southern Railroads), trucking facilities (including truck routes and truck carriers), and air cargo. Stephanie Hickman commented that reference needs to be made to the “National Highway System” (NHS) in place of the “National Highway Planning Network” (NHPN) wherever the NHPN is referred to in the text (pages 5-78 and 5-81).

The inventory of freight facilities also includes Map 5.12, which shows freight routes and terminals in the metropolitan planning area. This map shows known truck terminals, railroads, state and locally designated truck routes, the Sheboygan County Memorial Airport, and the Harbor Center Marina. Jeffrey Agee-Aguayo stated that some of the rail lines noted on Map 5.12 are out of service, added that the map is a work in progress, and asked members of both committees to contact him if they wanted to suggest changes to the map (especially regarding truck terminals, designated truck routes or rail lines). Wayne Warnecke noted that in addition to the truck terminals indicated on Map 5.12, there was a truck terminal north of Playbird Road, west of Dairyland Road, and east of Interstate 43 in the Town of Mosel (this is in addition to the truck terminal shown just south of Playbird Road). Chris Culotta and Roger Laning stated that the Union Pacific line west of Sheboygan may be subject to abandonment.

Current conditions then were reviewed, with a focus on freight movement. Overall freight movement was reviewed first (pages 5-82 through 5-85, including Figures 5.20, 5.21 and 5.22 and Table 5.18), followed by freight movement by water transportation (page 5-85), rail (pages 5-85 through 5-87, including Figures 5.25 and 5.26), truck (pages 5-87

through 5-89, including Table 5.19), and air cargo (page 5-89). Jeffrey Agee-Aguayo had a question concerning the number of trains per day in the metropolitan planning area on the Union Pacific railroad; members of the advisory committees were unable to answer this question, but Tom Holtan and Chris Culotta directed Jeffrey Agee-Aguayo to a staff contact at the WisDOT Bureau of Railroads and Harbors that might be able to answer this question. Jeffrey Agee-Aguayo also stated that he needed to obtain carload waybill sample data from WisDOT staff in order to include Figures 5.23 and 5.24 and associated text in the “Freight Movement by Rail” section, and added that WisDOT staff were in the process of providing this information to him.

Jeffrey Agee-Aguayo stated that he needed additional information on air cargo (if possible to obtain) to add to this section of Chapter 5. Stephanie Hickman commented that it might be better to simplify much of the analysis in the freight movement section (pages 5-82 through 5-89) because of possible confidentiality issues involving shippers, railroads and trucking companies. Stephanie Hickman added that she would provide more specific written comment on her concerns to Jeffrey Agee-Aguayo at a later date.

Jeffrey Agee-Aguayo concluded by stating that a safety and security discussion needed to be added to the Freight Network section; this will include analysis of rail accidents and heavy truck crashes in the metropolitan planning area. This text will be reviewed at the next meeting.

B. Members of both committees discussed the appropriate contents of Chapter 7 of the *Year 2035 SATP* (Recommended Transportation Plan).

Jeffrey Agee-Aguayo distributed and reviewed the Recommended Transportation Plan chapter completed for the last long-range transportation plan (the *Year 2025 SATP*, adopted in January 2003) with members of both committees in terms of content produced in the last plan cycle. Jeffrey Agee-Aguayo intended to keep the section on capacity modifying projects the same as the last plan cycle (described in narrative, a table and text). A section on capacity modifying projects tested by the travel demand forecast model but not recommended for inclusion in the plan would also appear similar to its appearance in the last plan cycle (narrative only).

Jeffrey Agee-Aguayo wanted input from members of both committees concerning the level of specificity for system preservation, corridor/right-of-way preservation, and safety projects that are included in the *Year 2035 SATP*, noting that FHWA Wisconsin Division staff thought that projects in these categories needed a more general presentation in the plan the last time it was completed (2002 – 2003) in order to allow for greater flexibility in project selection and in the programming of projects (TIP development).

Stephanie Hickman commented that the MPO should be more general about inclusion of system preservation projects in the *Year 2035 SATP*. Stephanie Hickman did note that specific projects could be specified in the plan if they were scheduled for implementation in the early stages of the plan and if they were relatively large projects. Stephanie Hickman encouraged the MPO to use life-cycle costing for development of this portion

of the Recommended Transportation Plan chapter, and added that the MPO should try to be flexible with system preservation projects in order not to get too detailed, because a later need to change the details would precipitate the necessity of a plan amendment. Roger Laning and other members of both committees concurred with Stephanie Hickman on this approach concerning the system preservation projects in the *Year 2035 SATP*. Stephanie Hickman also suggested a possible prioritization process for system preservation projects for the MPO as an outcome of this plan.

Jeffrey Agee-Aguayo also reviewed the following sections of the Recommended Transportation Plan chapter of the *Year 2025 SATP*, in which no changes are proposed in the development of the new *Year 2035 SATP*:

- Recommended Transit Funding, Projects and Strategies:
 - Transit Funding and Projects (Including a table showing life-cycle transit capital items and transit operating expenses); and
 - Transit Strategies (Short-Term and Long-Term).

- Recommended Bicycle and Pedestrian Projects, Policies and Strategies:
 - Bicycle and Pedestrian Transportation Projects (Including a table showing recommended projects);
 - Pedestrian Transportation Policy (Including a table on guidelines for installing sidewalks); and
 - Bicycle and Pedestrian Transportation Strategies (Short-Term and Long-Term).

- Recommended Future Studies (Short-Term and Long-Term).

- Comparison of Travel Demand Projections Under 2000 and 2025 (2035) Baseline Conditions and Under 2025 (2035) Conditions with the Recommended Transportation Plan (Including a table indicating current and projected transportation statistics).

Jeffrey Agee-Aguayo noted that policies and strategies will need to be included for the first time for freight, intercity passenger transportation, and for safety and security in the Recommended Transportation Plan chapter of the *Year 2035 SATP*. Safety and security projects will also need to be included in the Recommended Transportation Plan chapter of the *Year 2035 SATP*.

Members of both committees briefly discussed the need to interface Sheboygan County's work in implementing the Non-Motorized Transportation Pilot Program with the MPO's recommendations regarding bicycle and pedestrian facilities in the *Year 2035 SATP*. Stephanie Hickman emphasized the need to address operations and maintenance for all modes in the Recommended Transportation Plan and the Financial Plan chapters of the *Year 2035 SATP*.

6. Brief updates were presented to members of both committees on various planning activities which either took place recently or were coming up in the near future.

Jeffrey Agee-Aguayo stated that he started work on the air quality conformity analysis for the *Year 2035 SATP* in January. Output from the travel demand forecast model was taken for all years of analysis in the plan (2000, 2007, 2009, 2012, 2020, 2030 and 2035), and vehicle miles of travel (VMT) were tabulated by speed range and facility type for all years of analysis. A spreadsheet was also prepared which listed average speeds for each facility type and speed range for each year of analysis. The Wisconsin Department of Natural Resources (DNR) Bureau of Air Management staff asked the Commission staff to “factor up” VMT for weekday and summer day adjustments in recent weeks. These files, when finalized, will be transmitted to staff at the Wisconsin DNR Bureau of Air Management, which will utilize these files to calculate emission rates for volatile organic compounds (VOCs) and for oxides of nitrogen (NOx) using the MOBILE 6.2 emissions estimating model. Once these emission factors are received, the conformity analysis on the *Year 2035 SATP* can proceed.

Jeffrey Agee-Aguayo stated that he and the Commission’s Executive Director attended an MPO Directors’ meeting sponsored by the Wisconsin Department of Transportation and the Federal Highway Administration – Wisconsin Division in Middleton on January 24, 2006. Stephanie Hickman discussed the proceedings of this meeting, in particular a presentation the FHWA Wisconsin Division staff gave on metropolitan and statewide planning provisions in the new federal surface transportation authorization legislation (SAFETEA-LU). Stephanie Hickman added that she hoped to give an overview presentation concerning SAFETEA-LU and metropolitan transportation planning at an upcoming meeting of the Sheboygan MPO Technical and Policy Advisory Committees.

Jeffrey Agee-Aguayo indicated that the Sheboygan County All Hazards Mitigation Plan Steering Committee met on February 1, 2006; the main agenda item at that meeting involved review of draft Chapter 2 of the plan (Planning Area). Jeffrey Agee-Aguayo also noted that the plan steering committee was next scheduled to meet on March 8, 2006; agenda items at this meeting will include final determination of the hazards to be evaluated in detail in the plan, as well as review of preliminary draft portions of Chapter 3 of the plan (Risk Assessment).

Finally, Jeffrey Agee-Aguayo commented that he participated in a meeting on county coordinated transportation plans (“SAFETEA-LU Transit Planning Requirements for 2007 Program Funding”) in Madison on February 6, 2006. These plans will need to be completed by the end of the federal fiscal year (September 30, 2006) in order for counties to be eligible for Job Access/Reverse Commute (JARC), Section 5310 (county paratransit vehicle) or New Freedom program funding in federal fiscal year 2007. MPOs and RPCs will be helping to coordinate these plans with WisDOT and with the county transportation providers over the next several months, and these plans (at least initially) appear to be more of a coordination exercise than detailed planning. Ron McDonald and Stephanie Hickman briefly discussed coordinated transportation issues.

7. The next joint meeting of the Sheboygan MPO Technical and Policy Advisory Committees was scheduled for Thursday, March 30, 2006, at 1:30 p.m.

8. **Moved** by Tom Holtan and seconded by Ron McDonald 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 was adjourned at 2:53 p.m.

Recording secretary,

Jeffrey C. Agee-Aguayo, AICP