

MINUTES  
BAY-LAKE REGIONAL PLANNING COMMISSION  
SHEBOYGAN METROPOLITAN AREA  
TECHNICAL AND POLICY ADVISORY COMMITTEES  
March 30, 2006  
Sheboygan County Administration Building, Room 119

- MEMBERS PRESENT: Louella Conway, Policy Advisory Committee Vice Chairperson, Presiding
- Policy Advisory Committee: Chris Culotta for Mike Berg (WisDOT Northeast Region – Green Bay)(The WisDOT Northeast Region is also represented on the MPO Technical Advisory Committee)  
James Gilligan for William Goehring (Sheboygan County)  
Susan Hart for Juan Perez (City of Sheboygan)  
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)  
Clay Riemer for William Jens (Town of Lima)  
Keith Schachel (Town of Wilson)  
Oscar Ward for Tom Leonhardt (Village of Kohler)  
Wayne Warnecke for Nathan Athorp (Town of Mosel)
- Technical Advisory Committee: Bill Balke for David Biebel (City of Sheboygan Dept. of Public Works)  
Paulette Enders (Sheboygan Dept. of City Development)  
Tom Holtan (City of Sheboygan Dept. of Public Works)  
Roger Laning (Sheboygan County Highway Dept.)  
James Schuette (Village of Howards Grove)
- MEMBERS EXCUSED: Ken DeSombre (Village of Howards Grove)  
Stephanie Hickman (Federal Highway Administration – Wisconsin Division – Ex-Officio)  
LaVerne Hoerig (Sheboygan County Traffic Safety Commission Representative to the MPO Technical Advisory Committee)  
Bruce Neerhof (Village of Kohler)
- STAFF PRESENT: Jeffrey Agee-Aguayo (Bay-Lake Regional Planning Commission)

1. The meeting was called to order at 1:34 p.m. by Policy Advisory Committee Vice Chairperson Louella Conway.

2. Jeffrey Agee-Aguayo stated that item #5 needed to be removed from the agenda because Stephanie Hickman was unable to make the meeting. Jeffrey Agee-Aguayo added that the presentation on the metropolitan transportation planning process requirements in SAFETEA-LU would tentatively be rescheduled for the May joint meeting of the MPO advisory committees.

**Moved** by James Gilligan and seconded by Keith Schachel that both committees approve the agenda for the March 30, 2006, joint Technical Advisory Committee/Policy Advisory Committee meeting, as amended. 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 February 23, 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. The presentation on the metropolitan transportation planning process requirements in SAFETEA-LU was postponed. Stephanie Hickman (FHWA Wisconsin Division) will give this presentation at a later date, most likely at the May joint meeting of the MPO advisory committees.

6. Members of both committees then turned to review of portions of draft Chapter 5 of the *Year 2035 SATP* (Existing Condition of the Transportation Network) that were completed since the last meeting. Jeffrey Agee-Aguayo distributed applicable portions of the plan outline to members of both committees so they could follow along in terms of where they were in the plan development process.

A. Jeffrey Agee-Aguayo distributed and reviewed additions to the Freight Network section of Chapter 5. Jeffrey Agee-Aguayo reviewed added information on freight movement, as well as a new item concerning safety and security of the various modes which transport freight into the metropolitan planning area. Maps of public highway/rail at-grade crossings and crossing accidents and of heavy truck crashes in 2004 in the metropolitan planning area were also reviewed.

As far as questions and comments from members of both committees were concerned, Paulette Enders had a question concerning freight transported by water into the metropolitan planning area which Jeffrey Agee-Aguayo answered. Keith Schachel had a question concerning the extent of air freight transported into and out of the Sheboygan County Memorial Airport which Jeffrey Agee-Aguayo answered. Paulette Enders asked

if the safety and security of cruise ships could be addressed in this section of the *Year 2035 SATP*; Jeffrey Agee-Aguayo responded that it would be inappropriate to address this under the Freight Network section, but added that the Intercity Passenger Network section (reviewed at the February 23, 2006, meeting) could be edited to include some language regarding the safety and security of cruise ships as an emerging form of intercity passenger transportation. Keith Schachel asked Jeffrey Agee-Aguayo to look into a heavy truck crash that occurred on Interstate Highway 43 at its overpass over County Highway EE in 2004 (Map 5.14).

B. Jeffrey Agee-Aguayo distributed and reviewed narrative from the Roadway Network section of Chapter 5 that has been prepared to date. This section started out with the functional classification of streets and highways in the metropolitan planning area, including two tables and a map.

Jeffrey Agee-Aguayo then reviewed information on the National Highway System (NHS), including narrative and a map. Chris Culotta asked if the Corridors 2020 or the newer Connections 2030 planning process was used to help define the NHS base system in the metropolitan planning area; Jeffrey Agee-Aguayo responded that Corridors 2020 was used, since that process is extensively referred to in the WisDOT modeling guidance that MPOs have used to develop their long-range transportation plans around the state. Jeffrey Agee-Aguayo added that he knew little about the status of the Connections 2030 statewide transportation planning process at this time, and also noted that he went to a PDF map on the FHWA web site to reconfirm the NHS network for the Sheboygan area.

Jeffrey Agee-Aguayo then reviewed federal and state regulations pertinent to congestion levels that normally trigger roadway capacity expansions or new facilities. A table outlining level of service (LOS) thresholds for urbanized areas in Wisconsin was also reviewed. Oscar Ward had a question concerning congestion levels in the vicinity of the Interstate Highway 43/State Highway 28 interchange (Deer Trace Shopping Center, the new south side Wal-Mart Supercenter, etc.). Tom Holtan responded that WisDOT proposed roundabouts to deal with this congestion, but noted that the City of Sheboygan will add turning lanes and other improvements in order to alleviate this problem. Tom Holtan added that there are congestion problems in this area now, and indicated that the traffic improvements he discussed are designed for a horizon year of 2015. James Schuette had questions on the status of the north side Wal-Mart Supercenter in the Town of Sheboygan which Louella Conway answered.

Jeffrey Agee-Aguayo then reviewed narrative on access management with members of both committees, which generated considerable discussion. Roger Laning stated that the problem with access management is that governmental units have to *buy* the access controls, this generated discussion from Chris Culotta, Oscar Ward, and other members of both committees. Roger Laning added that planning and zoning at the *local level* can be the best “access control.” James Schuette also discussed access control issues in the Sheboygan area.

Discussion then turned back to congestion in the vicinity of the Interstate Highway 43/State Highway 28 interchange. Ron McDonald had questions for Oscar Ward concerning any operations planning that the Village of Kohler performed regarding the projected traffic impacts of Deer Trace Shopping Center. Keith Schachel stated that the Kohler Company now wants to site a subdivision behind Deer Trace Shopping Center, with all of the traffic from the subdivision loading onto State Highway 28.

Jeffrey Agee-Aguayo then reviewed narrative on driving to work with members of both committees. A table concerning workers who worked outside the home and drove alone to work (at the national, state, county, and metropolitan planning area levels) was reviewed, along with a table and a map discussing the origins and destinations of work commute trips to and from the Sheboygan metropolitan planning area in 2000.

Jeffrey Agee-Aguayo stated that items remaining to be completed in the roadway network section include narrative on safety and vehicular crashes and on the environmental justice impacts of roadway improvement projects. Jeffrey Agee-Aguayo asked if one or two corridors should be examined in greater detail in the safety/vehicular crash narrative, adding that this needs to be limited because we are behind schedule in getting the plan completed; Tom Holtan responded that detailed analysis of problem corridors should occur only if they obviously appear as part of the regular crash analysis. Jeffrey Agee-Aguayo commented that a map will (ideally) summarize the top 25 intersection crash locations in 2004 in the metropolitan planning area, and added that he only had crash data for 2002 through 2004 to work with in this analysis.

Kurt Miller suggested that crash rates (as opposed to raw crash numbers) be used in the crash analysis, and Roger Laning concurred with Kurt Miller on this suggestion. Jeffrey Agee-Aguayo responded that this level of analysis could only be done if WisDOT or local units of government supplied information on traffic movements through intersections, adding that this could be done for mid-block locations where traffic counts exist, but was not feasible at intersections at this time, especially given the need to complete the plan quickly. However, a crash rate analysis at intersections can be examined in future plan updates.

Jeffrey Agee-Aguayo concluded by stating that the discussion of environmental justice impacts of roadway improvement projects will include narrative and a map overlaying the capacity modifying projects recommended in the *Year 2035 SATP* over census block groups with high minority and/or low income impacts.

7. 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.

A. Jeffrey Agee-Aguayo gave an update on the transportation/air quality conformity analysis for the *Year 2035 SATP*.

Jeffrey Agee-Aguayo received emission factors from the Wisconsin Department of Natural Resources (WDNR) Bureau of Air Management on March 3, 2006, and started

calculating projected emissions for volatile organic compounds (VOCs) on March 17, 2006. Jeffrey Agee-Aguayo commented that to date for VOCs, projected emissions were calculated for all years of analysis through 2030 (2000, 2007, 2009, 2012, 2020 and 2030), with the plan horizon year of 2035 remaining to be calculated. Projections were looking good (below WDNR State Implementation Plan emission budgets) for VOCs for the 2007 and 2012 budget years. Jeffrey Agee-Aguayo noted that there was a slight uptick in VOC emissions from 2020 to 2030, and added that the same may occur from 2030 to 2035, but indicated that projected emissions for all years after 2012 were below the 2012 emission budget for VOCs. Jeffrey Agee-Aguayo stated that he still needed to calculate projected nitrogen oxide (NOx) emissions for all years of analysis in the plan.

B. Jeffrey Agee-Aguayo gave an update on other planning activities.

Jeffrey Agee-Aguayo stated that he met with Ron McDonald the afternoon of February 23, 2006, to finalize a preferred alternative for the Sheboygan Transit Development Program (TDP).

Jeffrey Agee-Aguayo noted that the Sheboygan County All Hazards Mitigation Plan Steering Committee met on March 8, 2006, and added that the next meeting of the plan steering committee is scheduled for April 12, 2006.

Finally, a meeting with WisDOT and FHWA staff to discuss whether the *Year 2035 SATP* should be made compliant with SAFETEA-LU now or in 2007 is scheduled for April 24, 2006, at 1:00 p.m., at the WisDOT Northeast Region office in Green Bay.

8. The next joint meeting of the Sheboygan MPO Technical and Policy Advisory Committees was scheduled for Thursday, April 20, 2006, at 1:30 p.m.

9. **Moved** by Roger Laning 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