

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

October 6, 2011

Sheboygan County Administration Building (Room 302), Sheboygan

MEMBERS PRESENT: Wayne Warnecke, Policy Advisory Committee Chairperson,  
Presiding

Policy Advisory Committee: David Gartman (Town of Wilson)  
Matt Halada for Will Dorsey (WisDOT Northeast Region, Green Bay, via teleconference)(The WisDOT Northeast Region is also represented on the MPO Technical Advisory Committee)  
Ron McDonald for Lee Montemayor (Sheboygan Parking and Transit Utility Commission)(The Sheboygan Parking and Transit Utility is also represented on the MPO Technical Advisory Committee)  
Allen Price for Charles Born (Town of Lima)  
Mike Vandersteen (Sheboygan County)

Technical Advisory Committee: Mark Leibham for Greg Schnell (Sheboygan County Highway Dept.)  
Bruce Neerhof (Village of Kohler)  
Emily Vetting for Aaron Brault (Sheboygan County Planning and Conservation Dept.)

MEMBERS EXCUSED: Steven Bauer (Town of Sheboygan Falls)  
David Biebel (City of Sheboygan Dept. of Public Works)  
LaVerne Hoerig (Sheboygan County Traffic Safety Commission Representative to the MPO Technical Advisory Committee)  
Michael Mersberger (City of Sheboygan Falls Dept. of Public Works)  
Ryan Sazama (City of Sheboygan Engineering Dept.)  
Steve Sokolowski (City of Sheboygan Dept. of Planning and Development)

OTHERS PRESENT: Tammy Gorzlaneyk (WisDOT Northeast Region, Green Bay, via teleconference)

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

1. The meeting was called to order at 1:31 p.m. by Policy Advisory Committee Chairperson Wayne Warnecke.

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 Ron McDonald and seconded by Mike Vandersteen that both committees approve the agenda for the October 6, 2011, joint Technical Advisory Committee/Policy Advisory Committee meeting. Motion carried, with all voting aye on a voice vote.

3. **Moved** by Allen Price and seconded by Mike Vandersteen that both committees approve the minutes of the June 23, 2011, joint Technical Advisory Committee/Policy Advisory Committee meeting. Motion carried on a voice vote, with eight voting aye, none voting nay, and with one abstaining (David Gartman).

4. Policy Advisory Committee Chairperson Wayne Warnecke asked if there was any public input; none was received.

5. Jeffrey Agee-Aguayo reviewed the draft *2012 Sheboygan Metropolitan Planning Area Transportation Planning Work Program* with members of both committees in attendance. The draft 2012 MPO Work Program was mailed to members of both committees in advance of the meeting.

Jeffrey Agee-Aguayo reviewed the Sheboygan MPO boundary map with members of both committees; this map shows the boundaries of the Sheboygan urbanized area and of the Sheboygan metropolitan planning area (p. iii).

Jeffrey Agee-Aguayo then reviewed major accomplishments of the 2011 MPO Work Program through August 31, 2011, with members of both committees; this information will be updated in the final 2012 MPO Work Program to reflect major accomplishments through October 31, 2011 (pp. 1 – 6).

Jeffrey Agee-Aguayo reviewed key components of the 2012 MPO Work Program with members of both committees (pp. 6 – 7). The program support and administration and short-range transportation planning components will be similar to most years. The long-range transportation planning component will include continued preparation of the next generation of the *SATP* due in April 2015 (details related to plan development were reviewed), as well as updating the *Sheboygan MPO Public Participation Plan*, travel forecast modeling activities, updating the urbanized area and metropolitan planning area boundaries, and updating the functional classification of streets and highways in the urbanized area. The TIP component will include preparation and adoption of a new TIP (including an air quality conformity analysis on both the update to the *Year 2035 SATP* and the new TIP utilizing emission factors from the new MOVES emissions estimating model), as well as the possible processing of amendments to the current TIP (if necessary) during the first nine months of 2012.

Jeffrey Agee-Aguayo reviewed key meetings in 2012 with members of both committees (pp. 8 – 9); these included joint meetings of the MPO Technical and Policy Advisory Committees, meetings of the Bay-Lake Regional Planning Commission in which MPO items are addressed, a mid-year review meeting with WisDOT and FHWA staff, quarterly MPO Directors’ meetings, and the annual MPO/RPC/WisDOT transportation planning conference.

Jeffrey Agee-Aguayo reviewed the summary budget table for the draft 2012 MPO Work Program with members of both committees (p. 10). The summary budget table included \$108,125 in regular planning activities, as well as \$66,500 in supplemental funding to enhance the long-range transportation planning process in 2012 (mainly land use scenario development, quantification and evaluation). These dollar amounts have an 80 percent federal share, and also include state (in the case of regular funding) and local match amounts.

Jeffrey Agee-Aguayo quickly reviewed the detail behind the subelements of the draft 2012 MPO Work Program with members of both committees (pp. 11 – 16).

Finally, Jeffrey Agee-Aguayo quickly reviewed the following appendices in the draft 2012 MPO Work Program with members of both committees:

- Appendix A – Resolution of Adoption of Work Program (pp. 17 – 19, to be included in the final work program);
- Appendix B – Metropolitan Planning Factors and the *2012 Sheboygan Metropolitan Planning Area Transportation Planning Work Program* (pp. 20 – 22);
- Appendix C – WisDOT/MPO/Transit Operator Cooperative Planning Agreement (pp. 23 – 33);
- Appendix D – Title VI Non-Discrimination Agreement (pp. 34 – 45); and
- Appendix E – Sheboygan MPO Technical and Policy Advisory Committee Members (pp. 46 – 48).

Jeffrey Agee-Aguayo then discussed highlights of the WisDOT and FHWA meeting to review the draft *2012 Sheboygan Metropolitan Planning Area Transportation Planning Work Program*; this meeting was held the afternoon of September 29, 2011 (via teleconference). Attendees included: two FHWA Wisconsin Division staff (including David Jolicoeur); three WisDOT Central Office staff (including John Nordbo and the travel forecasting section chief); one WisDOT Northeast Region staff member (Matt Halada), and MPO staff (Richard Heath and Jeffrey Agee-Aguayo). The following comments and suggestions were raised at this meeting:

- WisDOT Central Office and FHWA staff suggested that future draft copies of the MPO Work Program be transmitted electronically.
- The WisDOT Central Office would like three copies, the FHWA Wisconsin Division would like two copies, and the WisDOT Northeast Region would like one copy of the adopted final MPO Work Program.
- Continue to post the MPO Work Program on the Sheboygan MPO portion of the Bay-Lake Regional Planning Commission website.

- There is uncertainty as to whether 2045 or 2050 should be the horizon year for the next set of long-range transportation plans completed by MPOs in Wisconsin – this will be discussed at the next MPO Directors’ meeting to be held in late October.
- A freight analysis is now being completed by WisDOT, and WisDOT would like cooperation from Wisconsin MPOs in the completion and review of this analysis. As in previous MPO Work Programs, this effort will be added to the 2012 MPO Work Program, and will be referred to as follows: “continue to work with WisDOT staff on the implementation of *Connections 2030*, the state’s long-range transportation plan.”
- WisDOT Central Office staff suggested that a completion matrix for the next long-range transportation plan be developed in late 2011 and in early 2012.

**Moved** by Bruce Neerhof and seconded by Ron McDonald that both committees recommend approval of the *2012 Sheboygan Metropolitan Planning Area Transportation Planning Work Program* to the Bay-Lake Regional Planning Commission. Motion carried, with all voting aye on a voice vote.

Jeffrey Agee-Aguayo commented that the Bay-Lake Regional Planning Commission is scheduled to endorse the *2012 Sheboygan Metropolitan Planning Area Transportation Planning Work Program* at a meeting of its Executive Committee on October 28, 2011. After some minor editing, the final 2012 MPO Work Program will be submitted in the first half of November.

6. Jeffrey Agee-Aguayo gave an update on recent amendments and administrative modifications to the *Sheboygan Metropolitan Planning Area Transportation Improvement Program (TIP): Calendar Years 2011 – 2014*.

Jeffrey Agee-Aguayo stated that two administrative modifications to the *2011 – 2014 TIP* were processed in early August (both of these were distributed and reviewed with members of both committees). One of the administrative modifications added a table to the *2011 – 2014 TIP* (Table 4a) to include Milwaukee to Minneapolis intercity bus service (via Sheboygan, and provided by Jefferson Bus Lines) as an “illustrative” project; this project was reviewed at the June 23, 2011, joint meeting of the MPO Technical and Policy Advisory Committees. The second administrative modification revised Table 2 of the *2011 – 2014 TIP* (Transit Capital Items) to move one of the four Shoreline Metro paratransit vehicles from 2012 to 2011.

Jeffrey Agee-Aguayo also noted that one administrative modification to the *2011 – 2014 TIP* was processed in early to mid September (this was distributed and reviewed with members of both committees). This administrative modification revises Table 5 of the *2011 – 2014 TIP* (Bicycle and Pedestrian Transportation Projects) to include approximately \$20,000 in construction in 2011 for the project involving bicycle lanes and sidewalks on Eisner Avenue. The 2011 construction associated with this project would “extend the railroad crossing surface prior to the reconstruction of the roadway.” This project is funded through the Sheboygan County Non-Motorized Transportation Pilot Program (NMTTPP).

Jeffrey Agee-Aguayo then reviewed the status of the County Highway OK reconstruction project. This project will involve reconstruction with the addition of a center lane for left turns. The year of implementation for this project is being moved from 2012 to 2013. For most

projects in the 2011 – 2014 TIP, a one year delay involves minimal effort on the part of the MPO due to flexibility built into the TIP process. However, the County Highway OK project involves the addition of a lane, which could make it a project that is not exempt from regional emissions analysis. The air quality conformity analysis for the update to the *Year 2035 SATP* and for the 2011 – 2014 TIP assumed that the County Highway OK project would be completed by the end of 2012, and the next year of analysis for conformity is 2020.

Initially, FHWA staff thought that projects of this nature could be considered exempt from regional emissions analysis. However, FHWA reversed this interpretation and considered the County Highway OK project a “non exempt” project shortly thereafter. After considerable discussion among several WisDOT Northeast Region staff and their management consultants, FHWA staff made the following statement in an e-mail to MPO staff on October 4, 2011: “...the nature of these projects is reasonably consistent with the benefit that would be achieved from intersection channelization projects, which are specifically exempt from regional emissions analysis. I (Dwight McComb, FHWA Wisconsin Division) propose we discuss this through the interagency consultation process at the next quarterly conformity group meeting (scheduled for November 15, 2011) with the intent of reaching agreement that TWLT (center left turn lane) projects are exempt from regional emissions analysis.” This interpretation would not only impact this MPO, but also has implications for numerous projects in southeastern Wisconsin as well.

7. Jeffrey Agee-Aguayo gave an update on recent transit planning activities (including the *Sheboygan Transit Development Program*, or TDP).

Jeffrey Agee-Aguayo stated that the Sheboygan TDP Review Committee met on June 23, 2011; the main agenda item at this meeting was the review of scenarios to meet potential reductions in federal, state and local governmental funding contributions to Shoreline Metro.

Jeffrey Agee-Aguayo noted that he provided technical assistance to the Sheboygan Parking and Transit Utility in July. In early July, this assistance involved preparation of a quarterly report regarding Shoreline Metro’s CDBG funding for the period from April 1, 2011, to June 30, 2011. During most of July, Commission staff assisted Shoreline Metro staff in preparing supplemental materials for the transit operation’s Title VI program, including preparation of a *Limited English Proficiency (LEP) Four Factor Analysis and Language Assistance Plan*. Ron McDonald briefly discussed the Title VI program and the *LEP Four Factor Analysis and Language Assistance Plan* with members of both committees in attendance.

Jeffrey Agee-Aguayo commented that in the first half of August, he analyzed Shoreline Metro’s preliminary proposal for the transit operation’s 2012 budget, including the proposed level of service in 2012.

Jeffrey Agee-Aguayo indicated that he participated in a Federal Transit Administration (FTA) triennial review of Shoreline Metro in Sheboygan on August 26, 2011.

Jeffrey Agee-Aguayo reported that Commission staff prepared a map of Shoreline Metro’s proposed transit routes for 2012; these routes, along with the proposed Shoreline Metro budget

and level of service for 2012, are being presented at public hearings today (October 6, 2011). This map was presented to members of both committees for their review.

Ron McDonald discussed proposed service changes for 2012, including a reduction in service on weeknights (about an hour each weeknight), along with a smaller range of service hours (but more frequent service within those hours) on Saturdays. Ron McDonald also presented routing changes proposed for 2012 to members of both committees in attendance. Wayne Warnecke had a question on service coverage on the Kohler/Sheboygan Falls Route in the City of Sheboygan Falls that Ron McDonald answered. Mike Vandersteen had questions regarding proposed service frequencies on the various Shoreline Metro routes that Ron McDonald answered. Matt Halada had a question regarding the Town of Sheboygan's level of interest in obtaining transit service; Ron McDonald responded that various attempts have been made to discuss possible transit service to trip generators in the town, but town officials have had no interest in transit service to date. Ron McDonald added that the Town of Sheboygan has a representative on the TDP Review Committee.

8. Matt Halada gave a report on WisDOT Northeast Region planning studies and construction projects in Sheboygan County to members of both committees in attendance.

Matt Halada stated that a stakeholders' meeting for the State Highway 23 Corridor Preservation and Freeway Designation Study would be held this fall.

Matt Halada noted that the State Highway 23 "major" project (from Plymouth to Fond du Lac) was due to be let in March 2013. Final design is being completed, and real estate for the project will be purchased soon. Committee members asked about the "1,000 Friends of Wisconsin" litigation regarding this project, but the status of this litigation was unknown.

Matt Halada commented that in regard to the Interstate Highway 43 Town of Mosel "event only" half interchange, the construction of the Interstate Highway 43 northbound off ramp to Rowe Road is scheduled to begin some time in 2012 (hopefully in spring). Matt Halada reminded members of both committees that use of the ramps at this half interchange is restricted to golf event traffic.

Matt Halada then discussed current work on Interstate Highway 43 in Sheboygan County. Work will stop (due to the winter months) most likely in November, and will resume in February or March of 2012. Work on this project should be completed in late August of 2012. In 2012, County Highways O and J will be closed at the same time while Interstate Highway 43 bridges over those roads are reconstructed; the Interstate Highway 43 southbound on ramp from State Highway 42 and the Interstate Highway 43 southbound off ramp to State Highway 23 will be closed during that time as well. These ramps and County Highways O and J should be reopened by mid-summer, based on the contractor's anticipated schedule. A meeting with local businesses will be held in the near future to discuss the construction schedule.

Matt Halada reported that a culvert replacement and structure rehabilitation project on State Highway 57 between the south end of the City of Plymouth and State Highway 32 will begin in June or July of 2012. State Highway 57 will be closed to through traffic, and a detour route will

be posted. A public information meeting regarding this project will be held on November 17, 2011, between 5:00 and 7:00 p.m., at Plymouth City Hall.

Finally, Matt Halada discussed the State Highway 28 reconstruction project between Weeden Creek and South Taylor Drive. A public information meeting for this project is scheduled for October 19, 2011, between 5:00 and 7:00 p.m., at the Kohler Village Hall. This project is scheduled for construction in 2014 or 2016. David Gartman stated that he was consulted regarding the Town of Wilson's interest in sidewalks (or lack thereof) in this corridor.

Jeffrey Agee-Aguayo then gave an update on other MPO planning activities to members of both committees in attendance.

Jeffrey Agee-Aguayo stated that he helped facilitate a meeting of the Northeast Wisconsin Regional Access to Transportation Committee (NEWRATC) at the East Central Wisconsin Regional Planning Commission (ECWRPC) office in Menasha on July 13, 2011. The charge of this committee is "to coordinate and develop a regional committee to systematically address access to transportation for at-risk populations with special needs." Generally, counties covered by the Bay-Lake and East Central Wisconsin RPC regions are represented on this committee. Minutes for this meeting have also been prepared.

Jeffrey Agee-Aguayo noted that he and other Commission staff participated in PASER pavement rating training webinars on July 13, July 27, and August 10, 2011.

Jeffrey Agee-Aguayo commented that he and other Commission staff met with a vendor of employment data on July 19, 2011; such data may be useful as the travel demand forecast model is updated to reflect 2010 base year conditions.

Jeffrey Agee-Aguayo indicated that he and other Commission staff continued to learn about the characteristics of the Cube travel demand forecast model software and its interactions and limitations with the Commission's GIS software in July, August and September.

Jeffrey Agee-Aguayo reported that he and other Commission staff participated in a meeting of the WisDOT Northeast Region Travel Demand Forecast Model Users' Group on July 19, 2011.

Jeffrey Agee-Aguayo stated that he participated in a meeting (via teleconference) with WisDOT, WDNR, SEWRPC and FHWA staff to discuss the next Congestion Mitigation and Air Quality (CMAQ) funding cycle on July 22, 2011.

Jeffrey Agee-Aguayo reported that he and other Commission staff participated in a billing review of the Sheboygan MPO program with staff of the FHWA Wisconsin Division the morning of August 10, 2011. FHWA is conducting billing reviews of all Wisconsin MPOs in the summer of 2011.

Jeffrey Agee-Aguayo noted that he participated in a meeting of the Wisconsin DNR Bureau of Air Management's Conformity Transportation Work Group (via teleconference) the afternoon of August 10, 2011.

Jeffrey Agee-Aguayo indicated that he participated in the annual MPO/RPC/WisDOT transportation planning conference on August 23 – 25, 2011, in LaCrosse. This year's conference was held jointly with Minnesota's counterpart planning organizations (MPOs, RDCs and Mn/DOT).

Jeffrey Agee-Aguayo commented that he compiled population, housing unit and household data and projections for Sheboygan County and its minor civil divisions in September; this information (along with employment and school enrollment data) will be used to update the travel demand forecast model.

Jeffrey Agee-Aguayo stated that he and other Commission staff explored software that could potentially be used in visualizing growth scenarios and transportation projects in the long-range transportation planning process in September.

Finally, Jeffrey Agee-Aguayo noted that he would be facilitating the quarterly meeting of the Northeast Wisconsin Regional Access to Transportation Committee (NEWRATC) at the Commission office on October 12, 2011.

9. The next meeting of the Sheboygan MPO Technical and Policy Advisory Committees was scheduled for November 10, 2011, at 1:30 p.m.

10. **Moved** by Matt Halada 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 adjourned at 2:48 p.m.

Recording secretary,

Jeffrey C. Agee-Aguayo