

**APPENDIX A**  
**MINUTES OF THE JUNE 5, 2007, MULTI-AGENCY**  
**ENVIRONMENTAL CONSULTATION MEETING**

MINUTES  
SHEBOYGAN METROPOLITAN PLANNING ORGANIZATION (MPO)  
ENVIRONMENTAL CONSULTATION MEETING FOR THE *YEAR 2035 SHEBOYGAN  
AREA TRANSPORTATION PLAN (SATP)*

Tuesday, June 5, 2007

Wisconsin Department of Transportation – Northeast Region Office  
944 Vanderperren Way  
Green Bay, Wisconsin  
12:30 p.m. – 2:30 p.m.

MEETING ATTENDEES: Jeffrey Agee-Aguayo (Sheboygan MPO Planner, Bay-Lake Regional Planning Commission)  
Leakhena Au (U.S. Fish and Wildlife Service)  
Tony Bellovary (GIS Coordinator, Bay-Lake Regional Planning Commission)  
Cameron Bump (Wisconsin Dept. of Natural Resources – Madison)  
Mary Ebeling (Sheboygan County Planning and Resources Dept.)  
Matt Halada (Wisconsin Dept. of Transportation - Northeast Region)  
Colleen Harris (Wisconsin Department of Transportation - Northeast Region)  
Stephanie Hickman (Federal Highway Administration – Wisconsin Division)  
Sherry Kamke (USEPA Region 5 – Chicago)  
Dwight McComb (Federal Highway Administration – Wisconsin Division)  
John Nordbo (WisDOT Bureau of Planning and Economic Development – Madison)  
Angela Pierce (Natural Resources Planner, Bay-Lake Regional Planning Commission)  
Bobbi Retzlaff (WisDOT Bureau of Planning and Economic Development – Madison)  
Jerry Smith (U.S. Army Corps of Engineers – Green Bay Field Office)  
Todd Vesperman (U.S. Army Corps of Engineers – Green Bay Field Office)  
Shawn Wesener (Sheboygan County Planning and Resources Dept.)

**1. Welcome**

Colleen Harris welcomed everyone to the Sheboygan MPO environmental consultation meeting for the *Year 2035 Sheboygan Area Transportation Plan (SATP)*.

## 2. Introduction, Background, Purpose and Expectations

Dwight McComb asked the attendees to introduce themselves.

Dwight McComb discussed the purposes of the environmental consultation process, including the history of how the metropolitan transportation planning process got to the point of having required environmental consultation. Dwight McComb commented that environmental consultation was voluntary at first, but became required under the most recent federal surface transportation legislation, known as the “Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users” (SAFETEA-LU).

## 3. Overview of the MPO Transportation Plan/Planning Process

Jeffrey Agee-Aguayo showed the boundaries of the Sheboygan Urbanized Area and the Sheboygan Metropolitan Planning Area using a display map provided by the Wisconsin Department of Transportation. The urbanized area is smaller than the metropolitan planning area that is covered by the long-range transportation plan (the *Year 2035 SATP*).

Jeffrey Agee-Aguayo distributed and reviewed an Executive Summary of the *Year 2035 SATP*. The Executive Summary had the following elements:

- Introduction
- Preliminary Chapters of the *Year 2035 SATP*
  - Introduction
  - Metropolitan Transportation Planning
  - Profile of the Metropolitan Planning Area
  - Mission Statement, Goals and Objectives
- Existing Condition of the Transportation Network
  - Bicycle Network
  - Pedestrian Network
  - Transit Network (including urban and rural transit as well as specialized transportation services for the elderly and disabled)
  - Intercity Passenger Network (including intercity bus service and air transportation, as well as proposed passenger rail service)
  - Freight Networks (rail, truck, and to some extent, air and water freight transport)
  - Roadway Networks
- Future Transportation System/Recommended Transportation Plan
  - Major Streets and Highways
    - Travel Demand Forecast Model Development
    - Committed Projects
    - Projected Deficiencies
    - Projects Tested with the Travel Demand Forecast Model
    - Recommended Capacity Modifying Street and Highway Improvement Projects
    - Capacity Modifying Projects Outside the Metropolitan Planning Area but in the Sheboygan County Travel Demand Forecast Model for Air Quality

- Conformity Analysis Purposes (State Highway 23 from Plymouth to Fond du Lac)
      - Capacity Modifying Projects Tested by the Travel Demand Forecast Model but not Recommended
      - System Preservation and Right-of-Way/Corridor Preservation Projects
      - Safety Projects
    - Transit
    - Bicycle and Pedestrian Facilities
    - Freight Transportation
    - Intercity Passenger Transportation
    - Safety and Security
    - Recommended Future Studies
    - Comparison of Travel Demand Projections Under 2000 and 2035 Baseline Conditions and Under 2035 Conditions with the Recommended Transportation Plan
  - Financial Plan for Recommended Transportation Projects
    - Street and Highway Revenues and Costs
    - Transit Revenues and Costs
    - Bicycle and Pedestrian Revenues and Costs
  - Air Quality Conformity Assessment
  - Impacts of Projects in the *Year 2035 SATP* on Environmental Justice
    - Introduction
    - Findings
      - Evaluation
      - Access within Targeted Block Groups
      - Travel Times from Environmental Justice Target Areas to Major Potential Trip Generators in the Sheboygan Metropolitan Planning Area (Automobile and Transit Travel Times)
      - Impacts of Recommended Street and Highway Projects on Environmental Justice Target Areas
      - Economic, Social, Community and Neighborhood Impacts
        - ✓ Noise Impacts
        - ✓ Visual Impacts
        - ✓ Air Quality
    - Environmental Justice Summary
  - Sheboygan MPO Technical and Policy Advisory Committees

Mary Ebeling discussed the Sheboygan County Non-Motorized Transportation Pilot Program (NMTTP) with everyone in attendance. Jeffrey Agee-Aguayo noted that Sheboygan County was developing a countywide bicycle and pedestrian transportation plan under the NMTTP (this was special funding authorized for Sheboygan County and three other local jurisdictions in the United States under SAFETEA-LU), and hoped to incorporate findings from this plan into an amended *Year 2035 SATP* in the near future.

Jerry Smith had questions concerning the air quality conformity process which Jeffrey Agee-Aguayo answered.

From this point on, the emphasis of the meeting was on the seven capacity modifying street and highway improvement projects recommended in the *Year 2035 SATP*.

## **1. Environmental Resources Evaluation**

The environmental resources evaluation portion of the agenda was divided into two components: (a) resource inventories and plans; and (b) potential impacts of recommended transportation improvements.

### **A. Environmental Resource Inventories and Plans**

Jeffrey Agee-Aguayo noted that the environmental justice analysis for the *Year 2035 SATP* was covered extensively in Appendix E of the plan, and was also addressed in the Executive Summary of the plan.

Bay-Lake Regional Planning Commission staff distributed and reviewed several maps with the seven capacity modifying street and highway improvement projects recommended in the *Year 2035 SATP* overlaid over the following environmental and other features in the Sheboygan metropolitan planning area:

- 2002 Land Use
- Prime Agricultural Soils
- Parks and Recreation
- Environmental Corridors
- Wetlands
- Woodlands
- Surface Water Features
- Watersheds
- Historical Sites (it was noted that archaeological sites were also mapped, but could not be disclosed, only discussed in general terms)

Bay-Lake Regional Planning Commission also distributed and reviewed the Wisconsin DNR Natural Heritage Inventory (NHI) map, but noted that the seven capacity modifying street and highway improvement projects recommended in the *Year 2035 SATP* were not overlaid on this map, but could be discussed in general terms in comparison to features portrayed on this map.

Tony Bellovary discussed some of the mapping that was reviewed, particularly the following maps: Prime Agricultural Soils; Parks and Recreation; Environmental Corridors; Wetlands; Woodlands; Surface Water Features (including fluctuating and intermittent streams); Watersheds; Historical Sites; and the Natural Heritage Inventory (NHI).

Mary Ebeling discussed her work (in previous employment) gathering historic and archaeological data, and discussed her experiences in this area with Tony Bellovary and others in attendance.

Stephanie Hickman asked if archaeological sites were being disclosed in this environmental consultation effort; Jeffrey Agee-Aguayo and Tony Bellovary responded that archaeological sites would not be specifically disclosed, but may be reported in general terms as an impact of expanding a street or highway (number of acres potentially affected).

Shawn Wesener suggested that data be gathered on wetland restoration projects that have been completed through a Wisconsin Coastal Management Program (WCMP) grant.

## **A. Major Planned Transportation Improvements and Potential Impacts**

Jeffrey Agee-Aguayo distributed and reviewed a handout on recommended right-of-way widths for environmental consultation and analysis in the *Year 2035 SATP*. The seven capacity modifying street and highway improvements recommended in the *Year 2035 SATP* are listed in this handout, along with the recommended right-of-way width for each project.

After consulting with staff from the WisDOT Northeast Region, the Sheboygan County Highway Department and the City of Sheboygan Department of Public Works, the following **minimum** rights-of-way are recommended for the capacity modifying improvements in the *Year 2035 SATP*:

**1. County Highway OK from Washington Avenue (State Highway 28) to County Highway V: Reconstruction with Increase from 2 to 4 Lanes**

Recommended right-of-way width: 120 feet

**2. State Highway 42 from County Highway Y to County Highway A/Howards Grove: Reconstruction with Increase from 2 to 4 Lanes**

Recommended right-of-way width for 4 lane state highway facility: 200 feet

**3. South Taylor Drive from County Highway EE/Weeden Creek Road to County Highway OK: New 4 Lane Facility**

Recommended right-of-way width: 100 feet

**4. Interstate Highway 43: New Interchange with County Highway FF**

Assume 20 acres outside of existing IH 43 right-of-way (per WisDOT advisement)

**5. South 18<sup>th</sup> Street from County Highway EE/Weeden Creek Road to County Highway V: New 2 Lane Facility**

Recommended right-of-way width: 80 feet

**6. County Highway Y from County Highway O to State Highway 42: Reconstruction with Increase from 2 to 4 Lanes**

Recommended right-of-way width: 200 feet

**7. County Highway O from North Taylor Drive to State Highway 32: Reconstruction to 2 Lanes plus a Center Turning Lane**

Recommended right-of-way width: 80 feet

Jeffrey Agee-Aguayo also distributed a handout showing the manner in which the Southeastern Wisconsin Regional Planning Commission (SEWRPC) approached right-of-way impacts associated with implementation of their transportation plan, noting that the Bay-Lake Regional Planning Commission would be taking a similar (although more simplified) approach.

Bay-Lake Regional Planning Commission then reviewed the seven individual projects in terms of potential environmental and other impacts.

As far as discussion from agency staff was concerned, Leakhena Au asked if the Bay-Lake Regional Planning Commission had produced a future land use map for the Sheboygan metropolitan planning area. Jeffrey Agee-Aguayo responded that while residential and employment related land use growth had been allocated across nearly 470 traffic analysis zones (TAZs) in Sheboygan County for three development scenarios, a future land use map was not developed at parcel-level specificity, since this was a transportation planning effort and not a comprehensive plan.

Leakhena Au was most concerned about cumulative and secondary impacts associated with construction of an interchange at Interstate Highway 43 and County Highway FF. There was discussion concerning the interest of the Kohler Company in having an interchange at or near this location to serve the Whistling Straits Golf Course. Mary Ebeling also stated that County Highway FF was a “preferred” bike route. Leakhena Au expressed concern that the County Highway FF interchange would further accelerate development along the Lake Michigan shore, which may have an adverse impact on shore birds.

There was also discussion concerning Natural Heritage Inventory (NHI) data on the part of agency staff. Cameron Bump discussed Wisconsin DNR initiatives to make the agency’s maps more importable for transportation planning purposes.

Cameron Bump discussed the Wisconsin Land Legacy Report, as well as a “species of concern” plan completed by Wisconsin DNR staff.

## **8. Transportation Plan Level Environmental Mitigation Policies**

Dwight McComb distributed and briefly reviewed an excerpt from the *SEWRPC Regional Transportation System Plan – 2035* entitled “Avoidance, Minimization, and Mitigation of Environmental Impacts.” Dwight McComb discussed this handout as an item worthy of consideration by other Wisconsin MPOs as they develop transportation plan level environmental mitigation policies. Dwight McComb added that environmental mitigation should be addressed at a policy level in the context of the long-range transportation plan, as opposed to recommending mitigation at specific sites at this early stage in the project development process.

Dwight McComb stated that typically, avoidance of environmental impacts is recommended first; if avoidance is not possible, then minimization of impacts is recommended; and if minimization is not possible, then mitigation of impacts on the environment is recommended. Examples of avoiding, minimizing and mitigating environmental impacts were discussed.

Cameron Bump stated that environmental mitigation policies should go beyond mere compliance to improve environmental features.

Leakhena Au noted that project #5 (South 18<sup>th</sup> Street from County Highway EE/Weeden Creek Road to County Highway V: New 2 Lane Facility) would cross several streams, and recommended that culverts associated with this project be placed in such a manner that fish could pass through the culverts swimming down these streams. Mary Ebeling discussed potential archaeological sites around project #5.

Mary Ebeling discussed creative environmental mitigation techniques, giving an example from Pennsylvania and New York State. The impacts of the projects closest to the Lake Michigan shore on coastal birds were discussed in general terms.

## **9. Wrap Up**

The meeting adjourned at 2:30 p.m.

Recording secretary,  
Jeffrey C. Agee-Aguayo, AICP