

Kenosha-Racine-Milwaukee Transit Corridor Study Completed

The Kenosha-Racine-Milwaukee Transit Corridor Study has been completed. The study was conducted to design and compare commuter bus and commuter rail alternatives which would connect the Kenosha-Racine-Milwaukee areas to each other and to Northeastern Illinois, consider funding and implementation options, and provide information to the public and local officials in order to determine whether or not to pursue implementation of improved commuter rail or commuter bus service. The study and recommended plan for transit facilities and service is set forth in SEWRPC Community Assistance Planning Report No. 276, *Kenosha-Racine-Milwaukee Corridor Transit Study Summary Report and Recommended Plan*, August 2003. Copies of this study are available by contacting the Commission offices (telephone 262-547-6721, or e-mail mhayd@sewrpc.org). In addition, the report is posted on the Commission website at www.sewrpc.org.

The existing bus service linking the Kenosha, Racine and Milwaukee areas operates for the most part as a local transit service with frequent stops and low travel speeds. The commuter rail and bus alternatives examined under this study were intended to provide a substantially improved, faster service with limited stops. The alternatives were designed to provide all-day service with travel possible in both directions along the corridor through-out the day. For example, Racine residents would be able to travel in the morning to Milwaukee and Chicago for work and return in the evening; and, as well, Milwaukee and Chicago residents would be able to travel in the morning to Racine for work and return in the evening. Each alternative would also provide limited mid-day and evening service. Figure 1 describes the final alternatives considered, including a commuter rail, commuter bus, and a combination commuter rail and bus alternative which would extend commuter rail from Kenosha to Racine, and connect Racine and Milwaukee with commuter bus service. Under the alternatives with commuter rail service, two levels of service frequency were considered—a high level of 15 weekday round trips and a medium level of seven weekday round trips.

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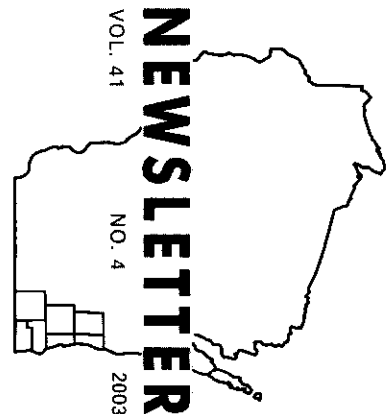


Figure 1

TRANSIT ALTERNATIVES CONSIDERED IN THE KENOSHA-RACINE-MILWAUKEE TRANSIT CORRIDOR STUDY

Commuter Rail Alternative

Extension of Existing Metra Service Between Chicago and Kenosha

- ♦ 33-Mile Extension
- ♦ Operated as a single through route between Milwaukee, Racine, Kenosha, and Chicago

Uses Existing Union Pacific and Canadian Pacific Rail Freight Lines

8 Stations

Service Provided in Both Directions Along Corridor During All Time Periods

Two Level of Service Options

- ♦ High Level of Service - 15 Trains in Each Direction
- ♦ Medium Level of Service - 7 Trains in Each Direction

High Level of Service

- ♦ 3-4 Trains Each Way During Peak Periods
- ♦ 4 Trains Each Way During Midday
- ♦ 4 Trains Each Way During Evening

Medium Level of Service

- ♦ 3 Trains Each Way During Peak Periods
- ♦ 1 Train Each Way During Midday
- ♦ No Service During Late Evening

Train Operation

- ♦ Most service provided by extension of existing Metra trains beyond either Kenosha or Waukegan
- ♦ Requires operation of 4 new trains over entire distance between Milwaukee and Chicago

New Shuttle Bus Services

- ♦ Dedicated shuttle service between Amtrak station and Milwaukee central business district
- ♦ Dedicated shuttle between General Mitchell International Airport and Cudahy-St. Francis station

Commuter Bus Alternative

Expansion and Improvement of Existing Bus Service Between Kenosha, Racine, and Milwaukee Parallel to Route of Commuter Rail Alternative

- ♦ Would connect with existing Metra trains at Kenosha
- ♦ Some service extended to Waukegan to connect with other Metra trains

Primarily uses STH 32, STH 31 and Lake Parkway in Wisconsin

11 Major Stations or Stops

Service Provided in Both Directions Along Corridor During All Time Periods

Passengers Transfer Between Buses and Trains at Kenosha or Waukegan

Schedule of Service Similar to Commuter Rail Alternative With High Level of Service

- ♦ Milwaukee-Racine Segment - 15 buses in each direction
- ♦ Racine-Kenosha Segment - 16 buses in each direction
- ♦ Kenosha-Waukegan Segment - 16 buses or trains in each direction when new buses are added to existing Metra trains

Bus Operation

- ♦ Service operated as 5 coordinated and overlapping routes centered on Racine and tailored to passenger markets

New Shuttle Bus Services

- ♦ Dedicated shuttle between General Mitchell International Airport and Oak Creek station

Combination Rail and Bus Alternative

Includes Elements of Both Commuter Rail and Commuter Bus Alternatives

- ♦ Racine to Kenosha - Commuter Rail Alternative
- ♦ Racine to Milwaukee - Commuter Bus Alternative

9 Major Stations or Stops

Service Provided in Both Directions Along Corridor During All Time Periods

Passengers Transfer Between Buses and Trains at Racine

Two Level of Service Options

- ♦ High Level - 15 Trains or Buses in Each Direction
- ♦ Medium Level - 7 Trains or Buses in Each Direction

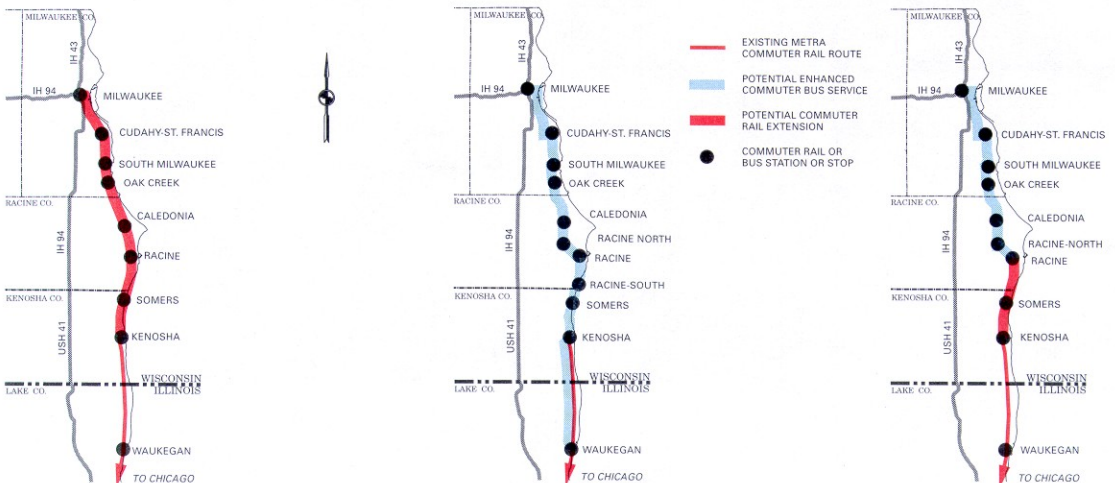
Schedule of Service Similar to Commuter Rail and Commuter Bus Alternatives

Train Operation

- ♦ Most service provided by extension of existing Metra trains beyond either Kenosha or Waukegan
- ♦ Requires operation of 4 new trains over entire distance between Racine and Chicago

New Shuttle Bus Services

- ♦ Dedicated shuttle between General Mitchell International Airport and Oak Creek station



KENOSHA-RACINE-MILWAUKEE TRANSIT STUDY COMPLETED—continued

Figure 2 summarizes the principal difference between the commuter bus and commuter rail alternatives. The commuter bus alternative would have a substantially lower cost, \$19 million in capital costs compared to \$152 to \$225 million for commuter rail alternative, and \$2 million in annual net operating costs compared to \$15 million to \$23 million for commuter rail. However, commuter rail would be expected to serve more ridership and longer trips, and provide higher speeds and a more comfortable, reliable, and no-transfer service. In addition, commuter rail would be expected to have land use and economic development impacts and benefits which the commuter bus alternative would not have.

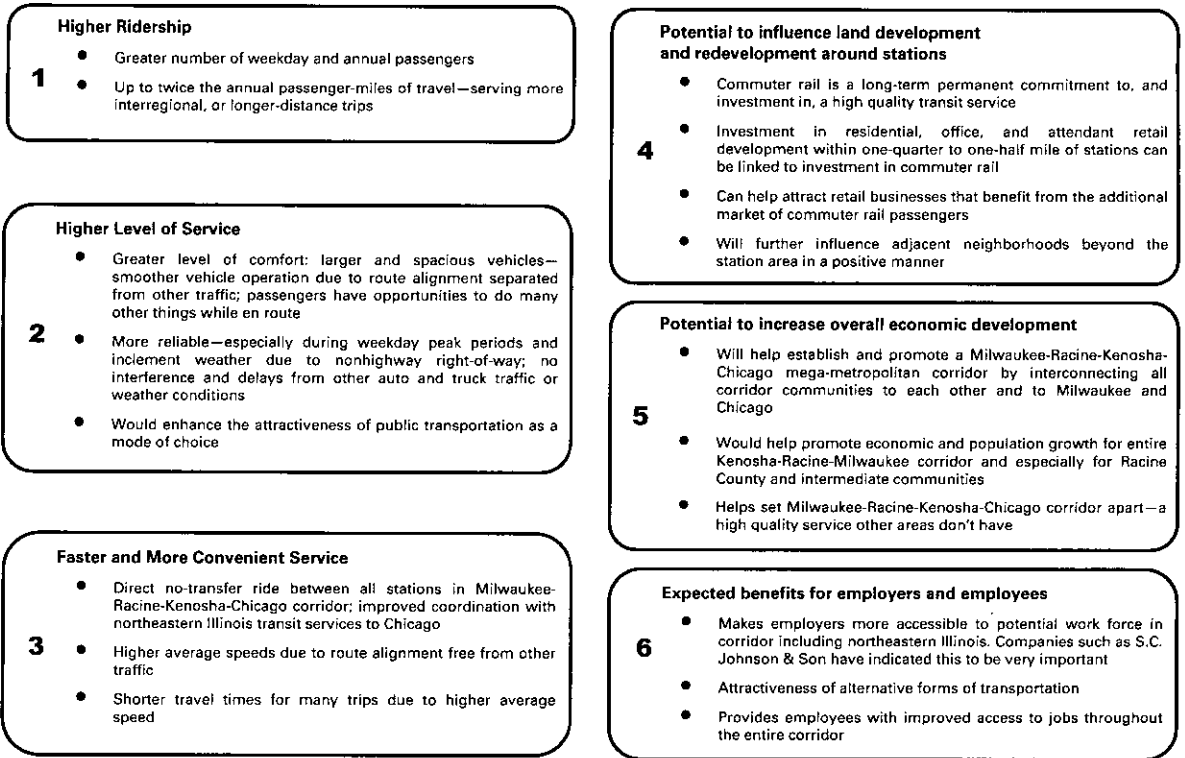
After considering all of the findings and conclusions regarding the costs, benefits, and impacts of the alternatives, and the widespread support of the commuter rail alternative expressed at public meetings and hearings, the Study Advisory Committee, at their final meeting of August 7, 2003, arrived at the following recommendations:

- The commuter rail alternative with a medium level of service was recommended for implementation. The Advisory Committee made this recommendation because it concluded that the potential land use and economic development impacts which are unique to commuter rail are significant and outweigh its increased cost. In addition, commuter rail would attract more ridership, especially those trips of a longer-distance regional nature, and would provide a superior and more attractive level of service.
- With regard to organization and management, the State of Wisconsin was recommended to have responsibility for funding and implementation. Funding for implementation and operation of the actual service, including provision of operating subsidies, would be provided from a combination of Federal and State sources with no local funds being utilized. However, local governments may be responsible for the funding, construction, operation, and maintenance of station facilities for their particular communities. The Advisory Committee made this recommendation for two reasons. First, the State already is the lead for, has the staff for, and has the expertise with, contracting for passenger rail services, namely, the Amtrak Milwaukee-Chicago Hiawatha Service. Second, many of the trips that would use the Kenosha-Racine-Milwaukee commuter rail service would be trips between and through Southeastern Wisconsin counties which would otherwise be carried on State trunk highways, especially the Interstate highway system. In fact, many commuter rail passengers would be making interstate trips between Wisconsin and Illinois.

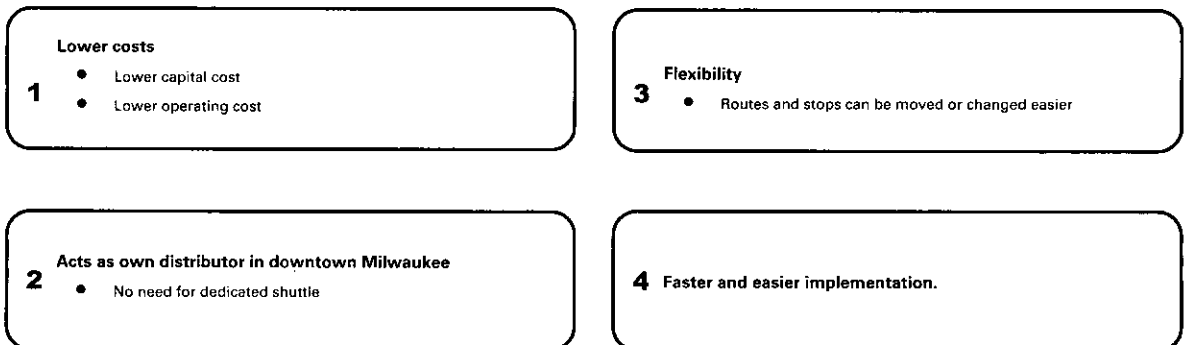
Figure 2

PRINCIPAL DIFFERENCES BETWEEN COMMUTER RAIL AND BUS ALTERNATIVES IN THE KENOSHA-RACINE-MILWAUKEE CORRIDOR

Potential advantages of commuter rail over commuter bus:



Potential advantages of commuter bus over commuter rail include:



KENOSHA-RACINE-MILWAUKEE TRANSIT STUDY COMPLETED—continued

The next step is the conduct of preliminary engineering to prepare and refine the design of the proposed commuter rail extension and complete the National Environmental Policy Act (NEPA) process. The chief elected officials of the sponsoring Counties and Cities of Kenosha, Milwaukee, and Racine are now jointly determining with the Wisconsin Department of Transportation how to best proceed with the initiation and conduct of this preliminary engineering.

SEWRPC NOTES

UPDATED WAUKESHA AREA TRANSIT SYSTEM DEVELOPMENT PLAN COMPLETED

An updated transit system development plan for the City of Waukesha Metro Transit System has been completed. The plan, documented in SEWRPC Community Assistance Planning Report No. 246, *Waukesha Area Transit System Development Plan: 2003-2007, City of Waukesha, Wisconsin*, October 2003, was prepared jointly by the staffs of the City transit system and of the Regional Planning Commission at the request of the City. The new plan includes recommendations for the years 2003 through 2007 and is based on a thorough evaluation of the City's existing transit system; analysis of the travel habits, patterns, and needs of the population of the City and its immediate environs; analysis of the transportation needs of the existing land use patterns and major activity centers; and a careful evaluation of alternative transit service changes and improvements. The plan was prepared under the guidance of the City of Waukesha Transit Commission Planning Advisory Panel, composed of elected and appointed public officials, area business leaders, and other concerned citizens.

Plan Recommendations

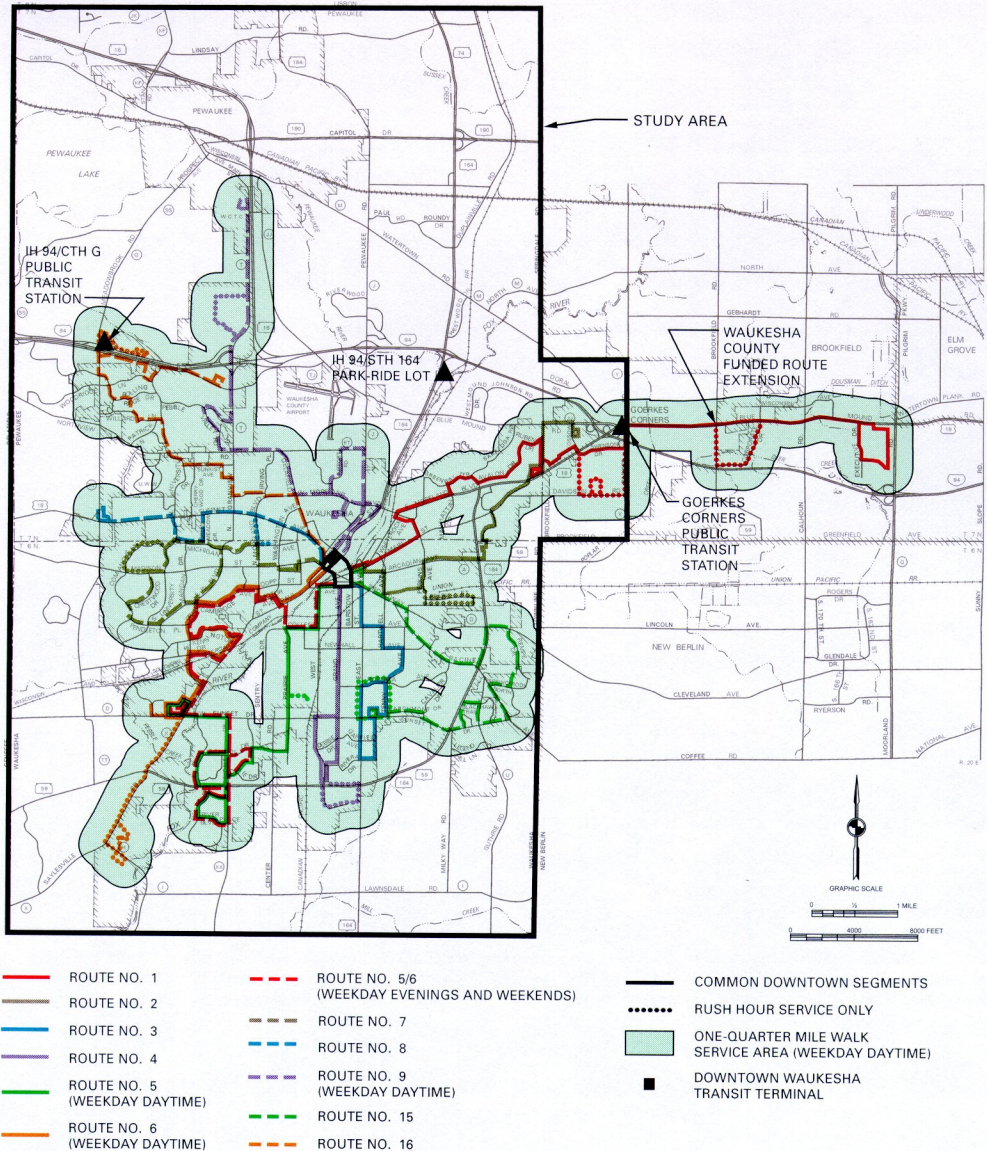
The new transit system development plan approved by the Waukesha Transit Commission Planning Advisory Panel recommends a number of changes in the existing route alignments, schedules, and fares of the Waukesha Metro Transit System which are envisioned as needed by 2007 for the City to fully address the transit service needs of its residents and others commuting to jobs and schools within the transit system's service area. The plan proposes an implementation priority for the recommended changes,

identifying the changes which should be pursued in each year of the plan. The recommended 2007 transit system is shown on Map 1. The proposed modifications include changes in the downtown routing and service times for each route as well as routing changes outside downtown Waukesha on eight of the 10 existing routes directed at improving or eliminating poorly performing route segments and expanding service to developing areas within the City. The specific changes include:

- Adjusting the alignments of several routes in 2003 or 2004 including: Route Nos. 2 and 15 to enable Route No. 15 to be extended to serve new residential development east of STH 59 between Broadway Street and Racine Avenue; Route Nos. 3 and 4 to facilitate the extension of Route No. 4 to an area of light industry south of STH 59 between West Avenue and STH 164; Route Nos. 5 and 5/6 to serve new residential development south of STH 59 west of Oakdale Drive; and Route No. 7 to relocate it from Madison Street and Grandview Boulevard to University Drive and Michigan Avenue to better serve North High School.
- Making additional routing changes from 2005 through 2007 including: extending Route No. 8 over Summit Avenue to serve the Meadowbrook Marketplace Shopping Center and surrounding areas currently under development; restructuring Route No. 9 to provide weekday service to the Airport Industrial Park and to include route segments that only require service during weekday daytime hours, thereby allowing the elimination of weekday evening, Saturday, and Sunday service over the restructured route; and creating a new Route No. 16 to serve productive areas currently served by Route Nos. 8 and 9 along with developing residential areas on the northwest side of the City.
- Adjusting the downtown alignments for all routes to serve a new central transfer terminal for the transit system when the terminal is made operational in mid-2004. The new public terminal facility will be constructed in the block bounded by E. North Street, Mary Street, E. St. Paul Avenue, and Brook Street.
- Changing the weekday morning peak period departure times from the downtown transfer terminal in January 2004 to have morning peak period departure times occurring at uniform 35-minute intervals. Route No. 1, which operates with 15- to 20-minute peak period headways, would have additional departure times.

Map 1

PROPOSED BUS ROUTES FOR THE WAUKESHA METRO TRANSIT SYSTEM: 2007



Source: SEWRPC.

- Expanding the service area for the City's complementary paratransit service for disabled individuals provided through the Metrolift Program to cover additional areas on the southeast side, the southwest side, and the northwest side of the City to which regular bus service will be extended.
- Implementing fare increases in 2005 and again in 2007 to raise the base adult cash fare from the current \$1.25 per one-way trip to \$1.50 per one-way trip by the end of the planning period, an increase of about 20 percent. Bus fares in other categories, charges for tickets and monthly passes, and fares for Metrolift paratransit service would also be increased by similar proportions.

Performance and Costs of the Recommended Transit System

Forecast average annual service, ridership, and financial data for the recommended transit system between 2003 and 2007, along with actual data for the existing 2002 transit system, are presented in Table 1. Table 2 presents the forecast average annual expenditures between 2003 and 2007 for capital equipment and facilities under the plan. Assuming implementation of all the recommended service changes for the Waukesha Metro Transit System, the performance and costs of the transit system may be summarized as follows:

- The transit system would operate an average of about 916,900 revenue vehicle-miles of service annually over the planning period, an increase of about 22,000 vehicle-miles, or about 2 percent, from the 894,900 vehicle-miles operated in 2002.
- System ridership would be expected to average about 652,300 revenue passengers annually over the period, representing an increase of about 5,800 revenue passengers, or about 1 percent, over the 2002 ridership level on the system. The forecast ridership increase under the plan reflects the expected effects of a combination of the proposed routing changes to expand service into presently unserved or developing areas of the City, and the effects of increases in passenger fares proposed for 2005 and 2007 which are expected to slow ridership growth from the service expansion.
- The total operating cost for the recommended transit service would be expected to be about \$3,689,000 annually between 2003 and 2007, representing an increase of about 10 percent over the 2002 system operating costs. Passenger fares and other revenues, including advertising, amounting to about \$661,200, or about

Table 1

**OPERATING EXPENSES, REVENUES, AND ASSISTANCE FOR THE
WAUKESHA METRO TRANSIT SYSTEM: 2002 AND AVERAGE ANNUAL 2003-2007**

Characteristic	2002 Actual	Forecast ^a Average Annual 2003-2007
Service		
Revenue Vehicle Miles.....	894,900	916,900
Revenue Vehicle Hours.....	69,600	70,200
Revenue Passengers.....	646,500	652,300
Passengers per Revenue Vehicle Mile	0.72	0.71
Passengers per Revenue Vehicle Hour	9.3	9.3
Operating Costs, Revenues, and Assistance		
Operating Expenses.....	\$3,350,700	\$3,689,000
Passenger and Other Revenues.....	580,700	661,200
Required Public Assistance.....	2,770,000	3,027,800
Farebox Recovery (percent)	17.3	17.9
Sources of Public Assistance		
Federal Share	\$ 511,200	\$ 605,400
State Share	1,583,700	1,623,200
Local Share.....	675,100	799,200
Total	\$2,770,000	\$3,027,800
Per Passenger Trip Data		
Operating Cost	\$5.18	\$5.66
Revenue	0.90	1.02
Total Assistance	4.28	4.64
Local Assistance.....	1.04	1.23

^a The following assumptions were made in preparing the forecasts of annual ridership, revenues, and costs:

1. Operating expenses per vehicle hour of transit service will increase by 3 percent per year over the planning period.
2. The recommended service changes would be staged to occur in 2004 and 2006. The proposed changes to all routes needed to serve the new downtown terminal, and the proposed changes outside downtown Waukesha for Route Nos. 2, 3, 4, 5, and 15 were assumed to be implemented in September 2004. The proposed changes outside downtown Waukesha for Route Nos. 7, 8, and 9 and the new Route No. 16 were assumed to be implemented in September 2006.
3. Base adult cash fares for bus and paratransit services which are currently \$1.25 and \$2.50 per trip, respectively, will be increased in 2005 to \$1.40 and \$2.80 per trip, respectively. These fares will be increased again in 2007 to \$1.50 and \$3.00 per trip, respectively. Similar increases would be made in other fare categories and for convenience fares including passes and tickets.
4. The amounts of Federal Section 5307 transit assistance and State transit operating assistance available over the planning period will be sufficient to cover about 60 percent of operating expenses over the planning period.

Source: Waukesha Metro Transit System and SEWRPC.

Table 2

**AVERAGE ANNUAL CAPITAL
EQUIPMENT EXPENDITURES
FOR THE WAUKESHA METRO
TRANSIT SYSTEM UNDER THE
RECOMMENDED PLAN: 2003-2007**

Equipment or Project Description	Forecast Average Annual Cost 2003-2007 ^a
11 New Transit and Paratransit Buses.....	\$ 582,700
Bus Parts and Equipment	198,300
Downtown Terminal Design and Construction ^b	278,700
Office Equipment and Renovations	64,900
Replacement Service Vehicles and Garage Equipment	70,000
Total	\$1,194,600
Source of Funds	
Federal Share	\$ 955,700
Local Share	238,900

^aCosts are expressed in estimated year of expenditure dollars.

^bOnly about \$1.39 million, or 20 percent, of the total costs of \$7.2 million for the new downtown bus terminal facility have been included in the costs of implementing the transit system development plan. The other 80 percent of the facility costs were included in City budgets and grants for 2002 and prior years.

Source: SEWRPC.

and expand the existing fleet; about \$278,800 per year for part of the design and construction costs for the new downtown transit center; and about \$134,900 per year for replacement service vehicles and equipment, and for office equipment and renovations. About \$955,700, or 80 percent, of the total costs would be covered under grants obtained through various Federal transit assistance programs. The remaining \$238,900, or 20 percent, would be funded by the City of Waukesha.

18 percent of the total costs, would offset some of the costs, resulting in an average total operating assistance requirement of about \$3,027,800 over the planning period.

- Federal and State funds averaging about \$2,228,600 per year may be expected to be available to provide about 74 percent of the required operating assistance. The remaining 26 percent, or about \$799,200 annually, would have to be provided by local sources including the City of Waukesha, and Waukesha County and the Town of Brookfield which both currently contract for bus services from the City.
- The average annual costs of capital equipment and facilities for the bus system between 2003 and 2007 would be about \$1,194,600. Included in this amount would be about \$582,700 per year for new buses to replace

Analysis of Student Transportation Options within the City of Waukesha

During the preparation of the new transit system development plan and at the request of the Advisory Panel, the Commission staff also undertook an analysis of the feasibility of replacing some of the existing yellow school bus service for regular education students provided by the School District of Waukesha with bus service provided by the Waukesha Metro Transit System. The use of City bus service instead of yellow school bus service to provide transportation for local school districts is common in Wisconsin cities with municipal bus systems. The analysis considered replacement of school bus service with Waukesha Metro bus service for those students living in the City of Waukesha and attending the six public high and middle schools in the District plus the principal private high school, Catholic Memorial High School.

The analysis used information provided to the Commission staff by the District and the contract school bus operator that identified the costs of the school bus service for regular education students for the 2002-2003 school year and along with the school bus routes, their operating characteristics, and the students eligible for service during December 1999 and January 2000. Based on this information, Commission staff estimated that 6,525 regular education students were eligible for the District's school bus service during December 1999 and January 2000; that a total of 3,580, or 55 percent, of these students eligible for school bus service were enrolled at the identified high and middle schools in the District; and that an estimated 1,865 students, or about 52 percent of the 3,580 high and middle school students eligible for school bus service, resided within the City of Waukesha and would be affected by the potential change to be considered in the School District's student transportation policy.

The school bus service provided by the District is operated as a two-tiered service with each school bus usually operating two trips in the morning and two trips in the afternoon—the first bus trip serving high and middle school students and the second bus trip serving elementary school students. Commission staff considered two potential options for eliminating school bus trips serving in-city high and middle school students: Option 1, under which the District would reduce the number of first tier bus trips serving high and middle schools and make no changes to the second tier bus trips serving elementary schools; and Option 2, under which the District would reduce the number of school bus trips serving high and middle schools and then rebalance the total number of school bus trips operated in the two service tiers each morning and afternoon to be close to equal. The rebalancing of school bus trips would move some second tier bus trips

SEWRPC NOTES—continued

serving elementary schools into the first tier of bus trips serving high and middle schools which, in turn, would reduce the total number of school buses needed each day and have the greatest impact on the District's contract costs for school bus service. As this rebalancing would also require earlier start and dismissal times for some elementary schools so they would be similar to those for the high and middle schools, Option 2 may be impractical for the School District to implement and, therefore, may be infeasible.

The Commission staff analysis determined that, with some route adjustments and additional routes, the recommended 2007 Waukesha Metro Transit System would be able to provide replacement bus service to all residential areas in the City for the 1,865 high and middle school regular education students living in the City that are eligible for school bus service. Two potential service levels were considered for providing the replacement Waukesha Metro bus services: Service Level A, which assumed that some students would need to stand along the segments of the route where the highest number of students would be carried, a policy that would be similar to actual practice by other public transit systems in the Region in providing similar school day bus services for students in other school districts; and Service Level B, which assumed that a seat would be provided for each student that could be expected to ride each school day, a policy similar to actual practice by the District and contract transit operator in the design and operation of the existing school bus service. In addition to operating more Waukesha Metro bus trips on school days, both options assumed that the transit system would acquire a fleet of new or used 40-foot-long buses, install bus stop signs along additional school day routes, and expand the existing transit system operation and maintenance facility. The proposed replacement Waukesha Metro bus service would, by and large, be equivalent to the existing school bus service for the affected students.

The Advisory Panel recommended that the findings of the Commission staff analysis of transportation options for in-city middle school and high school students be considered by the City of Waukesha and the School District of Waukesha without a specific recommendation from the Advisory Panel for any of the options considered. The Panel's recommendation recognized the key findings of the Commission staff analysis including:

- That the total costs of serving in-city high and middle school regular education students with City bus service, ranging from about \$583,800 to about \$1,390,200, would be substantially more than the estimated reductions in annual contract school bus costs of between \$220,000 and \$510,000 realized by the School District;
- That there would be a potential savings of about \$11,400 for the City transit system in the net costs (total costs minus off-setting passenger revenues and Federal and State

SEWRPC NOTES—continued

financial assistance) for the replacement bus service if the replacement City bus service allowed for some standing passengers and was operated with used buses, but a potential increase of about \$205,800 in the net costs to the City transit system if the replacement City bus service provided a seat for all students like yellow school bus service and was operated with new buses; and

- That while a savings of about \$294,800 in the net costs to the School District for reducing school bus service would be possible, it would require the School District to adjust the class start and dismissal times of some elementary schools to be earlier and the same as those for middle and high schools. If the District made no adjustments to elementary school start and dismissal times when reducing school bus service, the potential savings to the District would be only about \$4,800.
- The panel also recognized that there were other issues associated with the use of City buses to transport students including whether additional School District staff would be needed to handle student transportation matters now handled by the contract school bus operator; whether there would be negative reaction by parents to earlier start and dismissal times for the affected elementary schools; and whether parents would express concerns about the safety of students using City buses. The Panel recommended that the City and School District complete their review of the student transportation analysis by April 2004 which would allow the findings to be considered prior to the School District finalizing a new contract for yellow school bus service for the 2004-2005 school year.

Plan Implementation

Following adoption of the transit system development plan, the City of Waukesha will have the primary responsibility for the necessary plan implementation actions through the following steps:

- Subject to the approval of the Waukesha Transit Commission Board, transit system staff would need to prepare detailed operating plans which refine the service changes proposed by the plan.
- Pursuant to Federal regulations, the Waukesha Transit Commission Board should conduct one or more public hearings for the specific service and fare changes proposed under the plan.

Conclusion

The transit system development plan for the Waukesha Metro Transit System was formally approved by the Waukesha Transit Commission Planning Advisory Panel at a meeting held on October 9, 2003. The plan recommended by the Advisory Panel addresses the need to improve the performance of the existing transit services, along with expanded service to developing areas within the City. The plan attempts to minimize the costs to the City for new and improved services by proposing to eliminate existing unproductive service so that funds can be redirected toward other services with the potential for attracting higher levels of ridership.

Copies of SEWRPC Community Assistance Planning Report No. 246 may be obtained from the Regional Planning Commission at \$5.00 each inside the Region and \$10.00 each outside the Region, plus applicable shipping charges and sales taxes.

TOWN OF BLOOMFIELD LAND USE PLAN COMPLETED

A land use plan for the Town of Bloomfield, Walworth County, has been completed. The plan is documented in SEWRPC Community Assistance Planning Report No. 268, *A Land Use Plan for the Town of Bloomfield: 2020*, August 2003. Adopted by the Town Plan Commission and Town Board, the plan is intended to help guide the physical development of the Town through the year 2020, assisting Town and County officials in day-to-day decisions regarding development within the Town. The plan also provides developers and other private interests with a clear indication of Town land use objectives, enabling them to take those objectives into account in formulating development proposals.

Like the regional land use plan and the Walworth County development plan, the Town land use plan seeks to minimize the impact of future growth and development on the agricultural base and natural resource base of the Town and to ensure that necessary public services are provided efficiently. Key elements of the plan include the following:

- The plan recommends that new urban development should occur within planned urban service areas which provide basic urban services and facilities, including, most importantly, public sanitary sewer service. The urban service areas envisioned under the plan include the unincorporated community of Pell Lake, the area of the Town adjacent to the City of Lake Geneva, and the area of the Town adjacent to the Village of Genoa City. Beyond the planned urban service areas, new urban development should be limited to infill residential development on existing platted land, other areas which have been zoned for residential use, and certain lands adjacent to existing urban

SEWRPC NOTES—continued

development. Under the plan, the area encompassed by urban lands within the Town would increase from 2.3 square miles in 1995 to 5.7 square miles in the year 2020.

- The plan recommends the preservation of most of the remaining prime agricultural land in the Town. Conversion of prime agricultural land to urban use would be limited to land located within or immediately adjacent to planned sanitary sewer service areas. The plan envisions that the prime agricultural land area in the Town would decrease from about 14.4 square miles in 1995 to about 13.7 square miles in the year 2020.
- The plan recommends that environmentally significant areas, including primary and secondary environmental corridors and isolated natural resource areas, should be preserved in essentially natural, open uses, with limited development limited to essential transportation and utility facilities, compatible outdoor recreation facilities, and on a limited basis, rural residential development.
- With respect to those areas of the Town which are neither designated for future urban use nor designated for preservation as prime agricultural lands or environmentally sensitive lands, the plan recommends that residential development, while permitted, should not exceed an overall density of one dwelling unit per five acres or one dwelling unit per 20 acres depending on current zoning. The plan recommends the use of conservation subdivision designs to achieve the recommended density. Such designs involve the grouping of dwellings on a portion of a parcel, preserving the remainder in open space. This recommendation is intended to maintain the rural character of the landscape, preserve open space, achieve better site design, and reduce street and other infrastructure costs.

The land use plan report sets forth recommendations for implementing the plan. Important implementation measures include the exercise of land division controls in accordance with the plan; amendment of the Town-County zoning ordinance and administration of that ordinance in accordance with the plan; preparation of precise neighborhood plans for the planned urban service areas within the Town; and a detailed planning effort to enhance the business area of the unincorporated community of Pell Lake.

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