MINUTES OF THE THIRD MEETING

ADVISORY COMMITTEE ON REGIONAL TRANSPORTATION PLANNING

DATE: November 10, 2004
TIME: 1:00 p.m.
PLACE: Commission Offices
        W239 N1812 Rockwood Drive
        Waukesha, WI

Committee Members Present
Frederick J. Patrie, Chairman..................................................... Director of Public Works, Kenosha County
Sandra K. Beaupre ........................................................................ Director, Bureau of Planning,
Division of Transportation Investment Management,
Wisconsin Department of Transportation
John M. Bennett ........................................................................ City Engineer, City of Franklin
Donna L. Brown........................................................................ Systems Planning Group Manager, District 2,
Wisconsin Department of Transportation
Larry H. Bruss............................................................ Regional Pollutant and Mobile Source Section Chief,
(Representing Lloyd L. Eagan) Bureau of Air Management,
Wisconsin Department of Natural Resources
Allison M. Bussler ......................................................Chief of Staff, Waukesha County Executive’s Office
Shane Crawford ........................................................................ Walworth County Public Works Department
Robert R. Dreblow ...................................................................... Highway Commissioner,
Ozaukee County
Paul A. Feller ........................................................................ Director of Public Works, City of Waukesha
Thomas M. Grisa ...................................................................... Director of Public Works, City of Brookfield
Richard M. Jones ............................................................ Commissioner of Public Works, City of Racine
William Kappel ...................................................................... Director of Public Works, City of Wauwatosa
Glenn M. Lampark ............................................................ Director of Public Works, Racine County
Michael M. Lemens .................................................................. Director of Engineering, City of Kenosha
Michael K. Lynett ..................................................................... Village Engineer/Commissioner of Public Works,
Village of Fox Point
Jeffrey J. Mantes ..................................................................... Commissioner of Public Works, City of Milwaukee
Dwight E. McComb ............................................................ Planning and Program Development Engineer,
Federal Highway Administration,
U.S. Dept. of Transportation
Gloria L. McCutcheon ................................................................ Southeast Regional Director,
Wisconsin Department of Natural Resources
Kenneth M. Pesch .................................................................. Highway Commissioner, Washington County
Wallace Thiel .......................................................................... Village Administrator, Village of Hartland
Michael Vebber ........................................................................ Director of Operations,
(Representing Kenneth J. Warren) Milwaukee County Transit System

Staff Members and Guests Present
Robert Anderson .................................................................. Transportation Planning and Corridor Supervisor,
District 2, Wisconsin Department of Transportation
Robert E. Beglinger ............................................................ Chief Transportation Engineer, SEWRPC
WELCOME AND ROLL CALL

Chairman Patrie welcomed all of those in attendance and indicated that roll call would be accomplished through a sign-in roster circulated by Commission staff.

CONSIDERATION OF APPROVAL OF MINUTES OF SEPTEMBER 8, 2004, MEETING

Chairman Patrie asked if there were any questions or comments on the minutes of the Advisory Committee’s first meeting held on July 28, 2004. Mr. Bruss noted that his title was listed incorrectly in the minutes, and that he would provide his correct title to Commission staff.

There being no further questions or comments, a motion to approve the minutes as amended to reflect the correction of Mr. Bruss’ title was made by Mr. Pesch, seconded by Mr. Lemens, and carried unanimously by the Committee.


Chairman Patrie asked Mr. Yunker to review for the Committee the preliminary draft of “Record of Public Comments: Review and Update of Regional Land Use and Transportation System Plans for Southeastern Wisconsin: Volume I – August 4 – September 20, 2004.”

Mr. Yunker stated that this report documents the public comment during a public comment period, during which an initial series of public information meetings was held. He indicated that the report began with a summary of comments and responses to those comments developed by Commission staff. He pointed out, as noted in the report, the issues raised in the comments will be addressed during the development and evaluation of alternative transportation system plans. He stated that the remainder of the report included all written comments received, the attendance records of the nine public information meetings held throughout the Region in August 2004, opinion/editorial pieces and news articles, and Commission announcements of the public information meetings and summary materials distributed at those meetings.

Following Mr. Yunker’s review of this report, Ms. McCutcheon asked what the total attendance was at the public information meetings held in August 2004. Mr. Yunker stated that the total attendance was approximately 160 persons. Ms. McCutcheon remarked that while some meetings were well-attended,
several meetings had few attendees. She stated that there was no statement in the report that indicated whether the Commission staff believed all of the meetings were valuable, and she questioned if the low attendance at some meetings meant that additional public outreach efforts were warranted in some areas of the Region. Mr. Yunker responded that one meeting was held in each county of the Region with the exception of Milwaukee County, where three meetings were held – one in downtown Milwaukee and one each on the near north and south sides of the City. He stated that Commission staff believes it is important to maintain at least one meeting in each county during each series of public informational meetings. He added that attendance at public meetings – and public interest in general – is generally lower at the beginning of planning efforts such as this - before alternatives and preliminary recommended plans are reviewed. Ms. McCutcheon agreed, stating that public interest has traditionally been lower at the beginning of such efforts in her experience as well. Mr. Yunker pointed out that the public informational meetings represent only one of numerous means that the Commission is using to encourage public involvement. He noted that many of the comments included in this report were received through the Commission’s website – one of the other means the Commission is using to provide information to the public and solicit comments.

There being no further discussion, a motion to approve the preliminary draft of “Record of Public Comments: Review and Update of Regional Land Use and Transportation System Plans for Southeastern Wisconsin: Volume I – August 4 – September 20, 2004” as published was made by Mr. Pesch, seconded by Mr. Mantes, and carried unanimously by the Committee.

**REVIEW OF PRELIMINARY DRAFT OF “RECORD OF PUBLIC COMMENTS: PUBLIC INVOLVEMENT PROCESS FOR TRANSPORTATION PLANNING CONDUCTED BY THE SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION”**

Chairman Patrie asked Mr. Yunker to review for the Committee the preliminary draft of “Record of Public Comments: Public Involvement Process for Transportation Planning Conducted by the Southeastern Wisconsin Regional Planning Commission.”

Mr. Yunker indicated that, as was discussed with the Committee at its first meeting on July 28, 2004, the Commission developed a preliminary draft of an updated transportation planning public involvement process. The Commission solicited input on the preliminary draft transportation planning public involvement process document, presenting the matter for public review at the series of public information meetings in August 2004 which also addressed the review and update of the regional land use and transportation plans. He stated that the document presented to the Committee for its review at this meeting included the one comment received, a summary of the comment and Commission staff response, and a revised transportation planning public involvement process document that included revisions made in response to the comment received.

There being no discussion, a motion to approve the preliminary draft of “Record of Public Comments: Public Involvement Process for Transportation Planning Conducted by the Southeastern Wisconsin Regional Planning Commission” as published was made by Mr. Pesch, seconded by Mr. Lemens, and carried unanimously by the Committee.
Chairman Patrie asked Mr. Yunker to lead the Committee through a review of the preliminary draft of Chapter IV, “Travel Habits and Patterns.” During Mr. Yunker’s review of the preliminary draft of Chapter IV, the following questions and comments were made by Committee members:

1. Mr. Yunker stated that an appendix to the regional transportation plan is being developed that will document that the survey population accurately represented the total population of the Region and that the survey estimated traffic levels accurately represented actual traffic levels determined through traffic counts. He indicated that the Committee will have an opportunity to review that appendix prior to publication.

2. Mr. Bruss noted that the information presented in this chapter described travel on an average weekday. He indicated that he was interested in information regarding weekend travel due to air quality concerns, and asked if weekend travel would be addressed. Mr. Yunker stated that the 2001 survey did not include a survey of weekend travel. He added that the focus of transportation planning and design in the Region is weekday travel, as peak period weekday travel places the greatest demand on highway and transit facilities.

Mr. Bruss also noted that the survey data was collected in the fall, and asked if there is significant seasonality to travel in the Region. Mr. Yunker stated that the survey was conducted in the fall because fall, along with spring, represent travel levels more typical of average weekday travel levels compared to summer and winter. He stated that there is normally a slight reduction in average weekday travel during the winter, and a slight increase in average weekday travel during the summer, although weekday peak period summer travel levels are slightly lower.

[Secretary’s Note: The third full paragraph on page 3 has been revised to read as follows: “The expanded data obtained in these surveys and estimates provided a representation of the total travel occurring within the Region on an average weekday in 2001. In each survey, careful attention was given to data collection scheduling to prevent any day-related or seasonal bias in the information. Travel surveys are usually conducted by the Commission in either the spring (March through May), or in the fall (September through November), in order to obtain travel data which is representative of average weekday conditions. Traffic volume counts collected by the Wisconsin Department of Transportation in southeastern Wisconsin indicate that traffic volumes on Tuesdays, Wednesdays, and Thursdays most closely approximate average weekday traffic volumes, while those on Fridays are slightly higher, and on Mondays are slightly lower, than the average weekday (see Figure 4-1a). Traffic volumes on Saturdays and Sundays are substantially lower than the average weekday. With respect to monthly variations, traffic volumes in the spring, represented by the months of March through May, and the fall, represented by the months of September through November, generally approximate average weekday traffic volumes (see Figure 4-1b). Traffic volumes in the summer months of June, July, and August are generally higher than average, and traffic volumes in the winter months of January and February are lower than average.”]

Figures 4-1a and 4-1b are included in Attachment A to these minutes.]
3. In reference to Table 4-2, which displayed a comparison of historic regional internal person trips, households, employment, and population in 1963, 1972, 1991, and 2001, Mr. Grisa noted that the data are presented for years when the Commission conducted major travel surveys. Mr. Grisa asked if comparable travel data were available at intermediate points during this period. Mr. Yunke stated that travel data were only available from the four Commission travel surveys.

Also in reference to Table 4-2, Mr. Pesch noted that the table indicates a slight decrease in Region population between 1972 and 1991. Mr. Yunke stated that the population included in the table included only the Regional resident household population, and excluded the Regional group-quartered population. He stated that Commission staff would confirm the accuracy of the figures presented, and report the findings of the review in the minutes of this meeting.

[Secretary’s Note: Commission staff determined that the household population figures presented in Table 4-2 were incorrect. A revised version of Table 4-2 is included in Attachment B to these minutes. The revised version of Table 4-2 does indicate an increase in Regional household population between 1972 and 1991.]

4. With respect to Table 4-3, which displayed the average weekday internal person trips per household in the Region by vehicle availability in 1963, 1972, 1991, and 2001, Mr. Grisa asked Mr. Yunke to clarify what is meant by an “available” vehicle. Mr. Yunke stated that the term reflects the number of vehicles available for use by residents of a household on a daily basis. He stated that this is not equivalent to vehicle ownership, as vehicles such as non-functioning vehicles or little used collector vehicles are not included in the number of available vehicles.

5. In reference to Table 4-6, which displayed the distribution of average weekday internal person trips by households in the Region by mode of travel in 1963, 1972, 1991, and 2001, Mr. Kappel remarked that there was only one footnote to the table, but there appeared to be multiple footnote references within the table. Mr. Yunke stated that Commission staff would review the table and provide a revised copy in the minutes to this meeting.

[Secretary’s Note: The four footnote references included on Table 4-6, have been removed from the table. A single footnote reference has been added to the “other” mode of travel, indicating that “other” includes trips made by motorcycle and taxi.]

Also in reference to Table 4-6, Mr. Lemens pointed out that the number and percentage of trips made by walking and bicycle has decreased over the last 40 years, even though investment in facilities to serve such trips has increased. He observed that the potential reduction in vehicular travel is used to justify investment in bicycle and pedestrian facilities. Mr. Feller pointed out that many trips are made on such facilities for purely recreational purposes. Mr. Yunke confirmed that walking and bicycle trips made for recreational purposes are not included in the data presented.

6. With respect to Table 4-7, which displayed the average weekday internal transit trips per household in the Region by vehicle availability in 1963, 1972, 1991, and 2001, Mr. Vebber stated that he believed the 142,200 average weekday transit trips in 2001 were too low. Mr. Yunke stated that the year 2001 average weekday transit trips were equal to the total of Milwaukee County Transit System ridership and the ridership of the other transit service providers within the
Region. Mr. Vebber indicated that he would review the figures presented in this table further, and contact Commission staff to discuss the figures after this meeting.

[Secretary’s Note: The 142,200 average weekday transit trips in 2001 represents the number of transit trips between origins and destinations, with passengers counted only once regardless of the number of transfers between routes. This transit trip estimate is different than that of transit boarding passengers, which includes all boarding passengers, including passengers transferring between bus routes. The text has been reviewed to clarify the use of the terms transit trip and transit boarding passenger. The third sentence in the second full paragraph on page 2 has been revised to read as follows: “For the Milwaukee area transit system, 5,700 samples were obtained, representing a 30 percent rate of return and a 3 percent sample of its estimated 180,400 average weekday boarding passengers, including transfer passengers.”]

Also with respect to Table 4-7, Mr. Yunker stated that the heading of the first column on the table should have appeared as “Vehicles Available per Household” instead of “Automobiles Available per Household.”

7. With respect to Table 4-10, which displayed the distribution of average weekday internal household person trips in the Region by trip purpose in 1963, 1972, 1991, and 2001, Mr. Grisa noted that there had been a significant increase in the number of home-based work trips during the period of 1963 through 2001. He observed that there appeared to be little, if any, impact from telecommuting over the 40 year period.

Also with respect to Table 4-10, Mr. Yunker noted the need to add footnotes to explain home-based and non-home-based trips.

[Secretary’s Note: The following footnote was added to Table 4-10: “A home-based trip is a trip with either the origin or destination being the traveler’s home. A non-home-based trip has neither the origin nor destination being the home. A school trip is any trip by a student for which the purpose of the trip at its origin or destination is to attend a school.”]

8. Mr. Bruss noted that the last sentence of the first full paragraph on page 8 indicated that one of the primary transportation problems within the Region continues to be meeting the peak demand of the journeys to and from work. He noted a recent Texas Transportation Institute (TTI) study that indicated that traffic congestion levels have been improving in the Milwaukee area over the last 10 years. Mr. Yunker stated that he believed the improvement cited in the TTI study was modest, and only over the last few years. Ms. McCutcheon stated that the study indicated improvements in congestion conditions between 1999 and 2002. Mr. Yunker stated that the findings of the most recent TTI study referenced by Mr. Bruss and Ms. McCutcheon would be included in the minutes of this meeting.

[Secretary’s Note: Commission staff reviewed the 2004 Urban Mobility Study published by the Texas Transportation Institute in September 2004. This study’s results were those cited by Mr. Bruss and Ms. McCutcheon, and contain information regarding travel and traffic congestion conditions in the Milwaukee urbanized area for the period of 1982 through 2002. This study’s results showed an increase in traffic congestion levels and delay due to traffic congestion between 1982 and 2002. One measure used was the Travel Time Index – the ratio of travel time in the peak period to travel time under free-flow
traffic conditions. A graph prepared for Committee information, and included in Attachment C to these minutes, displays the Travel Time Index for the years 1982 through 2002. During the period of 1999 through 2002, there were two years with no change in the Travel Time Index and one year with a nominal decrease in the Travel Time Index.

9. In reference to Figures 4-1 through 4-4, which display the hourly variation of average weekday internal person trips in the Region by trip purpose at destination in 1963, 1972, 1991, and 2001, Ms. Beaupre noted that for each year presented, the highest amount of trips was experienced between 3:00 p.m. and 4:00 p.m., but the peak vehicle traffic hour is generally considered to be between 4:00 p.m. and 5:00 p.m.

[Secretary’s Note: Tripmaking reaches its peak between 3:00 p.m. and 4:00 p.m. largely due to the large number of school-to-home trips made during this hour, as well as work-to-home trips. However, only a relatively small proportion of school-to-home trips result in vehicle trips and traffic, as most school trips are made by school bus, walking, public transit, or as a vehicle passenger. Work-to-home trips reach a peak during the 4:00 p.m. to 5:00 p.m. hour, and more work-to-home trips are made during the 5:00 to 6:00 p.m. hour than the 3:00 to 4:00 p.m. hour. Work-to-home trips are predominantly made by private vehicle and result in vehicle traffic.]

10. With respect to Map 4-1, which displayed average weekday person trips between counties in the Region in 1963, 1972, 1991, and 2001, Mr. Pesch asked Mr. Yunker to clarify how average weekday person trips were being shown on this map. Mr. Yunker stated that the map presents trips in produced-attracted format. He noted that in 2001, there were 239,500 trips on an average weekday produced in Waukesha County and attracted to Milwaukee County; that is, there were 239,500 trips made on an average weekday by residents of Waukesha County to and from Milwaukee County. He stated that the map footnotes and report text do not adequately describe how the trips are displayed, and that Commission staff would include revised footnotes and text in the minutes to this meeting.

[Secretary’s Note: The footnotes on Map 4-1 have been removed and replaced with the following footnote that applies to the entire map: “Trips are based on the resident household survey and include all trip purposes except school. Trips are shown in produced-attracted format – that is, from area of production to area of attraction. The production county for a trip having one end at “home”, that is either beginning at or ending at home, is the county location of the “home” and the attraction county is the “non-home” end county location for that trip. The production county for trips having neither end at “home” is the county location of the trip origin and the attraction county is the county location of the trip destination. Thus, the trips shown on the map generally indicate the trips made on an average weekday by the residents of a county to and from each other county.”

The following text has been added after the first sentence of the second full paragraph on page 8 and as a footnote to Table 4-13, which presented the average weekday person trips between, and within, counties in the Region in 1963, 1972, 1991, and 2001: “Trips are shown in produced-attracted format – that is, from area of production to area of attraction. The production county for a trip having one end at “home”, that is either beginning at or ending at home, is the county location of the “home” and the attraction
county is the “non-home” end county location for that trip. The production county for trips having neither end at “home” is the county location of the trip origin and the attraction county is the county location of the trip destination. Thus, the trips shown on Map 4-1 and in Table 4-13 largely indicate the trips made by residents of each county of the Region on an average weekday to and from each other county.”

Also with respect to Map 4-1, Mr. Grisa noted that no trips are shown on an average weekday between some of the counties, such as between Kenosha and Ozaukee Counties, in any of the years presented. Mr. Yunker stated that, as noted on the map, travel less than 1,000 trips per day is not shown for 1963, 1972, and 1991, and travel less than 2,000 trips per day is not shown for 2001.

11. Ms. McCutcheon noted that the second bulleted paragraph on page 11 in the summary section stated that the stability in the household trip rate occurred even with the substantial socio-economic, land use, and transportation changes which have occurred within the Region over the last 40 years. She asked Mr. Yunker what those substantial changes were. Mr. Yunker stated that the substantial changes include the change from a manufacturing to a service economy, the increase in labor force participation among women, the change in age composition of the Region, the change in average household size in the Region, and the change in residential land use density of the Region. Mr. Pesch asked how much the average household size had changed over the last approximately 40 years. Mr. Yunker stated that the average household size in the Region was 3.36 in 1960, but had decreased to about 2.50 in 2000. Mr. Yunker stated that the text will be revised to note some of the substantial changes that occurred during a period when the household trip rate remained stable.

[Secretary’s Note: The third sentence of the second bulleted paragraph on page 11 has been revised as follows: “The stability in the household trip rate occurred even with the substantial socio-economic, land use, and transportation changes that have occurred in the Region over the past 40 years, including the change from a manufacturing to a service economy, the increase in labor force participation among women, the change in age composition of the Region, the change in average household size in the Region, the increase in vehicle ownership, the change in land use density of the Region, and the construction of the freeway system.”]

12. In reference to Table 4-21, which displayed the number of interregional person trips on intercity modes in the Region in 1963, 1972, 1993, and 2001, Mr. Dalton asked if the trips presented were average weekday trips like the internal person trips previously reported in this chapter. Mr. Yunker responded that the trips presented in Table 4-21 were average weekday trips, and that the table would be revised accordingly.

13. Committee members indicated that they would point out to Commission staff several grammatical and typographical errors in the chapter immediately following this meeting. Mr. Yunker thanked the Committee members for their input, and indicated that the appropriate corrections would be made.

There being no further discussion, a motion to approve the preliminary draft of Chapter IV, “Travel Habits and Patterns,” as amended was made by Mr. Jones, seconded by Mr. Mantes, and carried unanimously by the Committee.
ADJOURNMENT

Chairman Patrie stated that the schedule of future Committee meetings established by the Committee indicated that the Committee’s next meeting would be December 1, 2004. Mr. Yunker suggested that the December 1, 2004, meeting be cancelled, with the Committee’s next meeting to be held on the next previously scheduled date – January 5, 2005. Mr. Yunker stated that at the January meeting, Commission staff would expect to review the preliminary drafts of Chapter III, “Inventory of Transportation Facilities and Services,” Chapter VII, “Objectives, Principles, and Standards,” and an initial section of Chapter V, “Anticipated Regional Growth and Change.” Chairman Patrie stated that the Committee’s next meeting would be held January 5, 2005, and that meeting would likely require about two hours of the Committee members’ time, somewhat longer than this meeting and the Committee’s previous meetings.

Mr. Bennett asked when the Commission staff intends to schedule initial meetings of the jurisdictional highway planning committees of each county in the Region. Mr. Yunker stated that initial meetings of those committees would not be scheduled until 2005.

Ms. McCutcheon noted that the first meeting of the Advisory Committee on Regional Land Use Planning was held on October 19, 2004, and that a new land use plan for the year 2035 is planned to be completed in the spring of 2005. She asked if information regarding the activities of that Committee would be shared with this Committee. Mr. Yunker stated that, as is the practice for this Committee, all documents developed for the Advisory Committee on Regional Land Use Planning are available on the Commission website (www.sewrpc.org/regionalplans). He added that Chapter V of the regional transportation plan to be reviewed by this Committee, “Anticipated Regional Growth and Change,” will include a summary of the population, household, and employment forecasts developed for the year 2035, as well as a summary of the regional land use plan after it is completed.

The third meeting of the Advisory Committee on Regional Transportation Planning was adjourned at 2:15 p.m. on a motion by Mr. Bennett, seconded by Mr. Lemens, and carried unanimously by the Committee.

Signed

Kenneth R. Yunker
Recording Secretary

*   *   *

PCE/KRY/PAP/mlh
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Figure 4-1a

COMPARISON OF THE RATIO OF DAILY TRAFFIC VOLUMES TO AVERAGE WEEKDAY TRAFFIC VOLUMES BY DAY OF WEEK: 2002

Source: Wisconsin Department of Transportation and SEWRPC.
Attachment A (continued)

Figure 4-1b

COMPARISON OF THE RATIO OF AVERAGE MONTHLY WEEKDAY TRAFFIC VOLUMES TO AVERAGE WEEKDAY TRAFFIC VOLUMES BY MONTH OF YEAR: 2002

Source: Wisconsin Department of Transportation and SEWRPC.
### Table 4-2


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<td>16.1</td>
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*Internal person trips as shown in this table include trips made internal to the Region on an average weekday by the resident households of the Region. They include trips made by personal vehicle—automobile, van, truck, or sport utility vehicle—either as a driver or passenger, public transit, school bus, motorcycle, taxi, bicycle, and walking. All trips shown in this table were estimated from Commission travel surveys with the exception of trips by bicycle and walking for other than work purposes for the year 1963, 1972, and 1991. Only the 2001 survey gathered data on all bicycle and walking trips, with previous surveys in 1963, 1972, and 1991 gathering this data only for work trips. In 2001, the estimated number of resident household internal person trips made by bicycle or walking on an average weekday within southeastern Wisconsin totaled 303,000 trips, including 40,700 trips to and from work. Estimates of average weekday internal trips made by the Region’s households by bicycle or walking for work trip purposes totaled 33,600 trips in 1991, 58,800 in 1972, and 47,000 in 1963. Bicycle and walking non-work trips were estimated for the years 1963, 1972, and 1991 assuming that non-work trips would represent 87 percent of all bicycle and walking trips, as estimated in the year 2001 survey.

The internal person trips shown in this table also only include trips made by the Region’s households, and not by group-quartered persons in the Region. Group-quartered person trips within the Region were estimated to total 36,600 trips in 1963, 30,200 trips in 1972, 83,400 trips in 1991, and 28,200 trips in 2001, or only about one percent or less of the total internal person trips made by the residents of the Region on an average weekday.

*Does not include Regional group-quartered population.

Source: SEWRPC.
1.1

1.2

1.3

Note: The travel time index is the ratio of travel time in the peak period to travel time under free-flow conditions. The travel time index value of 1.24 in the Milwaukee area in 2002 means that a trip made during the peak period would on average be about 24 percent longer in travel time than the same trip made under free-flow conditions. For example, a trip that would take 25 minutes under free-flow conditions would take 31 minutes during the peak period.

Source: 2004 Urban Mobility Report, Texas Transportation Institute.