MINUTES OF THE SEVENTH MEETING

ADVISORY COMMITTEE ON REGIONAL TRANSPORTATION PLANNING

DATE: June 1, 2005
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
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
Gary Evans................................................................................... Manager, Highway Engineering Division,
(Representing Allison M. Bussler) Department of Public Works, Waukesha 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 A. 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
Gloria L. McCutcheon ............................................................. Southeast Regional Director,
Wisconsin Department of Natural Resources
Kenneth M. Pesch ................................................................. Highway Commissioner, Washington County
George A. Torres ....................................................................... Transportation Superintendent,
Department of Parks and Public Infrastructure, Milwaukee County
Michael Vebber........................................................................ Director of Operations,
(Representing Kenneth J. Warren) Milwaukee County Transit System

Staff Members and Guests Present
Albert A. Beck ........................................................................... Principal Planner, SEWRPC
Daniel A. Boehm ....................................................................... Manager of Research and Planning,
Milwaukee County Transit System
Robert E. Beglinger ............................................................... Chief Transportation Engineer, SEWRPC
A. Jon Hallas ............................................................................. Data Services Analyst,
Chicago Area Transportation Study
Christopher T. Hiebert ............................................................. Senior Engineer, SEWRPC
David M. Jolicoeur................................................................. Senior Engineer, SEWRPC
Kenneth R. Yunker ..................................................................... Deputy Director, 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 APRIL 6, 2005, MEETING

Chairman Patrie asked if there were any questions or comments on the minutes of the Advisory Committee’s sixth meeting held on April 6, 2005. The following comments were made by Committee members:

1. Ms. Beaupre asked that the Secretary’s Note under item 11 under the heading REVIEW OF PRELIMINARY DRAFT OF INITIAL SECTIONS OF CHAPTER VIII, “REGIONAL TRANSPORTATION PLAN DEVELOPMENT AND EVALUATION,” OF SEWRPC PLANNING REPORT NO. 49, “A REGIONAL TRANSPORTATION SYSTEM PLAN FOR SOUTHEASTERN WISCONSIN: 2035” be amended to indicate more accurately the Wisconsin Department of Transportation’s current practice. Mr. Yunker responded that the staff would make the suggested changes.

   [Secretary’s note: The last paragraph on page 17 has been further revised to read as follows: “Bicycle and pedestrian facilities should be considered an integral part of an arterial street and highway, and should be considered for provision at the time an arterial street or highway is constructed, reconstructed, or resurfaced. The unit of government or governmental agency, including the Wisconsin Department of Transportation, responsible for constructing and maintaining the surface arterial street and highway should also have responsibility for constructing and maintaining the associated bicycle or pedestrian facility. This responsibility may be fulfilled by entering into construction, operations, and/or maintenance agreements with another unit of government or with private entities, but not by requiring another level of government to fund the construction and maintenance of the facility. The current practice of the Wisconsin Department of Transportation is to encourage development of bicycle and pedestrian facilities within the right-of-way of State trunk highways and connecting streets, but the Department does require the local unit of government – if the facility is a parallel off-street facility – to partially fund the construction of such facilities and to agree to maintain the facility.”]

2. Mr. Bruss asked that the Secretary’s note under item 1 under the heading REVIEW OF PRELIMINARY DRAFT OF INITIAL SECTIONS OF CHAPTER VIII, “REGIONAL TRANSPORTATION PLAN DEVELOPMENT AND EVALUATION,” OF SEWRPC PLANNING REPORT NO. 49, “A REGIONAL TRANSPORTATION SYSTEM PLAN FOR SOUTHEASTERN WISCONSIN: 2035” be amended. He indicated that it would be more accurate to state that there was a lack of wide support for a mandatory trip reduction program.

   [Secretary’s Note: The last sentence under the heading of “Probability of Implementation” of the demand management measure of “Trip-reduction ordinance” has been revised to read as follows: “The failure of mandatory employer trip reduction programs to be implemented as part of the Clean Air Act Amendments of 1990 (CAAA) is an indication of the lack of wide support for this type of measure.”]
Chairman Patrie asked Mr. Yunker to lead the Committee through a review of the preliminary draft of the next section of Chapter VIII, “Regional Transportation Plan Development and Evaluation” regarding public transit. During Mr. Yunker’s review of the chapter, the following questions were raised and comments made by Committee members:

1. Mr. Bruss asked if the forecasts of transit ridership in the year 2035 had been prepared. Mr. Yunker responded that forecasts of transit ridership had not yet been prepared. He added that those forecasts would not be prepared until there was a recommended year 2035 regional land use plan.

2. Ms. Beaupre stated that the text should include recognition of the local governments as partners in funding transit, and show how their transit funding commitments have changed over time. She added that in some areas, as State funding has increased, the local funding may have declined. Mr. Yunker stated that the staff would revise the text to reflect local transit funding levels since 1995.

   [Secretary’s Note: The following footnote has been added to the second to last sentence of the first full paragraph on page 22 and the first sentence ending on page 27 – “In comparison, local funding of public transit increased between 1995 and 2000 by 30 percent for the Milwaukee County Transit System and by 62 percent for other transit systems in the Region, and increased between 2000 and 2005 by 20 percent for the Milwaukee County Transit System and 73 percent for other transit systems in the Region.”]

3. Mr. Grisa asked if the transit stations with parking located in a built environment were intended to be dedicated park-ride lots. Mr. Yunker responded that desirably the parking would be provided in dedicated park-ride lots, but in some cases the parking may have to be provided as a shared-use area within existing development.

4. With respect to potential commuter rail corridors as shown on Map B, Ms. Beaupre asked if the studies had been completed on the Burlington and Walworth County corridors. Mr. Yunker responded that feasibility studies had been completed and the map would be revised to reflect those studies.

   [Secretary’s Note: A revised Map B is provided as Attachment A to these minutes.]

5. With respect to upgrading express bus transit service to light rail transit or bus guideways, Mr. Vebber asked that all references regarding upgrading express transit service to light rail/bus guideway technology be changed to drop all references to light rail technology. He noted that light rail is no longer being considered in the Milwaukee Downtown Connector study. Mr. Yunker stated that even though light rail technology is no longer being considered in the Milwaukee Downtown Connector study, it should continue to be one of the potential technology alternatives which may be considered and evaluated for provision in other potential express transit corridors. He suggested that the Commission staff revise all references in the chapter to read “bus guideway/light rail.”
6. With respect to local transit service areas as shown on Map A, Mr. Grisa asked if it would be possible to distinguish between existing and proposed service. Mr. Yunker replied that it would be difficult as most of the proposed service improvements involve increases in the hours and frequency of service provided within existing service areas, rather than expansion of the service areas.

With respect to demand responsive transit systems, Mr. Bruss asked for clarification on what those systems were. Mr. Yunker responded that demand responsive systems are the also known as shared-ride taxi or van systems. He added that these systems are not fixed-route systems.

[Secretary’s Note: The last sentence on page 24 has been revised to read as follows: “Over the plan design period, some local transit services may be restructured to provide for transit-center oriented local systems or route deviation or demand-responsive shared-ride taxi or van service systems to replace grid-route systems, or for electric streetcar technology to replace local bus service depending upon detailed local plan implementation studies.”]

7. Mr. Bruss asked if the report would include specific study of costs and benefits of guideway transit technology and recommendations as to guideway implementation. Mr. Yunker responded that such studies are necessarily done on a corridor-by-corridor basis, as required by the U.S. Department of Transportation, Federal Transit Administration. The regional plan identifies potential corridors and recommends that local transit operators consider upgrading to guideway transit technology and conduct such studies.

8. With respect to the recommended year 2035 public transit element, Ms. Beaupre suggested that the text be revised to identify why a doubling of public transit service is being recommended. Mr. Yunker responded that the staff would revise the text to link the recommendations to achievement of the plan objectives and standards regarding public transit.

[Secretary’s Note: The following paragraph has been added as the first paragraph under the heading Year 2035 Plan Public Transit Element on page 22.

“The year 2020, and proposed year 2035, regional transportation plans propose substantial improvement and expansion of public transit. This improvement and expansion of public transit is essential to achieving the objectives and standards for public transit outlined in Chapter VII of this report. The improvement and expansion proposed for the year 2035 is essential to:

- Connecting and serving the medium and high density areas of the urban centers and communities of the Region, and the Region’s major employment and activity centers;

- Providing convenient service at reasonable service frequencies and travel speeds capable of attracting travel in high density travel corridors and areas. It is not possible or desirable in these corridors and areas to accommodate all travel by automobile;

- Supporting and encouraging more efficient higher density development and redevelopment, as recommended in the regional land use plan;
• Contributing to transportation system efficiency including reduced air pollution and transportation system efficiency; and,

• Providing accessibility to the Region to, and meeting the travel needs of, those in the Region dependent on public transit, including those unable to use an automobile, and those not having an automobile available to them.”]

9. With respect to transit funding, Mr. Bruss noted that transit funding seems to be constantly changing, and asked if the plan would examine the level of public transit service that could be provided under alternative transit funding levels. Mr. Yunker responded that the plan is intended to identify the necessary and desirable level of transit service in southeastern Wisconsin. The funding levels to achieve this plan will then be identified, both state and local. He added that the need for a dedicated local funding source to fund the implementation of the public transit plan element may be expected to be a key plan recommendation. He suggested that the discussion should be focused on what needs to be done to fund a substantially improved and expanded public transit plan element, rather than what can be done under alternative funding levels. Mr. Patrie suggested that to show how southeastern Wisconsin is one of the few metropolitan areas of its size without dedicated public transit funding, a table be added to the text which outlines transit funding in other comparable metropolitan areas in the United States. Mr. Yunker responded that the staff would add such a table.

[Secretary’s Note: The fifth sentence in the first full paragraph on page 27 has been revised as follows: “Most public transit systems nationwide have dedicated local funding, typically a sales tax of 0.25 to 1.0 percent as shown in Table C.”

Table C is provided in Attachment B to these minutes.]

10. Regarding the development of a regional transit authority, Ms. McCutcheon suggested that this section should be enhanced to more strongly recommend the creation of a regional transit authority, specifically, she asked that the text be revised to state a regional transit authority would assist transit plan implementation rather than may assist plan implementation.

[Secretary’s Note: The last paragraph on page 27 has been revised to read: The development of a regional transit authority would also assist in implementing the proposed transit system expansion. A number of the proposed transit services extend across city and county boundaries. A regional transit authority would be expected to assist in the implementation of these proposed services.”]

There being no further discussion, a motion to approve the preliminary draft of the second portion of Chapter VIII, “Regional Transportation Plan Development and Evaluation” as amended was made by Mr. Mantes, seconded by Mr. Vebber, and carried unanimously by the Committee.

Chairman Patrie asked Mr. Yunker to review for the Committee the preliminary draft of the next section of Chapter VIII, “Regional Transportation Plan Development and Evaluation” of SEWRPC Planning Report No. 49, “A Regional Transportation System Plan for Southeastern Wisconsin: 2035” regarding transportation systems management. During Mr. Yunker’s review, the following questions were raised and comments made by Committee members:
1. Mr. Bruss suggested that freeway system speed management be considered as a transportation systems management measure. Mr. Bruss stated that reducing speeding and achieving more uniform traffic speeds on the freeway system at the posted speed limits through law enforcement may be expected to reduce traffic crashes and related congestion, and reduce air pollutant emissions due to both higher speeds and crash-related congestion. Mr. Evans added that in London, England, variable speed limits are used on some freeway segments during peak traffic periods and are enforced by video cameras. Mr. Kappel noted that electronic enforcement is currently not allowed under State law. Mr. Yunker responded that the staff would propose the study of speed management in southeastern Wisconsin.

   [Secretary’s Note: The following paragraph has been added prior to the heading Advisory Information on page 32:

   “It is also proposed that the WisDOT, in cooperation with the WisDNR, the Regional Planning Commission, and the seven counties of southeastern Wisconsin, conduct a study of managing speed on the freeway system, attempting to achieve more uniform speed at the posted speed limits. The study would be intended to quantify and consider the potential benefits including reduced crashes and attendant reduced congestion, and reduced air pollutant emissions both due to reduced speeds and reduced crash-related congestion, and the costs of implementation, specifically, law enforcement.”]

2. Mr. Pesch noted that ramp closure devices have been deployed along USH 41 and USH 45 in Washington County, and along IH 43 in Ozaukee County.

   [Secretary’s Note: The first sentence of the last paragraph on page 35 has been revised to read: “Ramp closure devices have been deployed on IH 94 in Kenosha, Racine, and Waukesha Counties, on IH 43 in Ozaukee County, and on USH 41 and USH 45 in Washington County.”]

3. With respect to alternate routes, it was noted that historically, there has been some resistance by local governmental units to the designation of alternate routes to the freeway system. Mr. Yunker stated that a pilot alternate route should first be considered.

   [Secretary’s Note: The last sentence of the first full paragraph on page 36 has been revised to read: “It is recommended that WisDOT and the Regional Planning Commission, together with the concerned and affected local governments, examine the potential for the designation of alternate routes, possibly by first identifying and implementing a pilot alternate route.”]

4. With respect to coordinated traffic signal systems, Mr. Evans noted that interconnected pre-timed coordination may also be based upon radio connection. Mr. Yunker responded that the text would be revised to reflect radio connections.

   [Secretary’s Note: The last sentence on page 36 has been revised to read: “Interconnected pre-timed coordination may be based either upon the hard wiring or radio connection of each individual traffic signal controller into a master traffic signal controller.”]

5. With respect to retiming signalized intersections, Mr. Mantes indicated that a review of the retiming of every traffic signal every five years is not necessary. He noted that in some areas of the City of Milwaukee, traffic volumes and patterns have not changed for five years and much
longer periods of time. Mr. Yunker responded that the staff would revise the text to address Mr. Mantes' concern.

[Secretary’s Note: The last paragraph on page 37 has been revised to read:

“It is recommended that State and local governments consider and implement individual arterial street and highway intersection improvements. These intersection improvements may include geometric improvements, such as adding right- and/or left-turn lanes; improvements in the type of traffic control deployed at the intersection, including two- or four-way stop control, roundabouts, or signalization; or improvements in signal timing at individual signalized intersections. This measure proposes the preparation, review, and updating every two to five years by the State, county, and municipal governmental units of a two to six year program of arterial street and highway intersection improvements under their jurisdiction. It is further recommended that the Commission staff work with State, county, and municipal governments at their request to prepare such programs for arterial street and highway intersections, identifying the need for improvement, and recommended improvements.”]

6. With respect to access management, Ms. Beaupre indicated that the WisDOT is developing a State access management plan for the state trunk highway system, and that she would be providing some suggested text revisions to the Commission staff following the meeting. Mr. Yunker responded that the Commission staff would consider the proposed changes in text.

[Secretary’s Note: The following text has been added after the fifth sentence of the second paragraph on page 38: “The WisDOT is developing a state access management plan which will identify goals and standards for access for all state trunk highways and connecting streets, and will propose strategies to achieve those goals and standards.”

The sixth sentence of the second full paragraph on page 38 has been revised to read as follows: “This proposed measure recommends that county and municipal governmental units with arterial street and highways under their jurisdiction also adopt access management standards, consider and implement these standards as development or redevelopment takes place along arterials under their jurisdiction, and prepare and implement access management plans along arterials which currently are developed and have access which violates these standards.”

The last sentence of the second full paragraph on page 38 has been revised to read as follows: “It is recommended that the Commission staff assist county and municipal governments in the preparation of access management plans, at their request.”]

7. Mr. Lampark indicated that the access management text should also be considered for inclusion in the regional land use plan. Mr. Yunker responded that the Commission staff would include the discussion of access management in the regional land use plan.

8. Mr. Lemens asked about requiring developers to fund the cost of highway improvements on arterial streets and highways which serve their development if the need for the improvement is at least partially attributable to the development. Mr. Evans responded that Waukesha County had tried to impose such costs upon developers through impact fees. Mr. Yunker responded that the Commission staff would address this issue in the plan implementation portion of the report.
There being no further discussion, a motion to approve the preliminary draft of the third portion of Chapter VIII, “Regional Transportation Plan Development and Evaluation” as amended was made by Mr. Feller, seconded by Mr. Mantes, and carried unanimously by the Committee.

[Secretary’s Note: The Commission staff proposes adding the following paragraph after the last full paragraph on page 33, in the Transportation Systems Management Element section of Chapter VIII, “Regional Transportation Plan Development and Evaluation” of SEWRPC Planning Report No. 49, “A Regional Transportation System Plan for Southeastern Wisconsin: 2035:”]

“In addition to existing advisory information measures in southeastern Wisconsin, and consideration of RDS technology, consideration should be given to the deployment of a regional 511 traveler information system. In the year 2000, the Federal Communications Commission (FCC) designated “511” as the traffic information telephone number to be made available to states and local jurisdictions. Several 511 traveler information systems are operational today, including systems in the States of Iowa and Minnesota. These systems allow the public to dial “511” and receive automated messages about current travel conditions along their desired route through a series of predetermined automated menus. It is recommended that the WisDOT consider the implementation of a 511 traveler information system in southeastern Wisconsin. Initially, this 511 traveler information system should focus on the regional freeway system, with the capability to expand this system to include additional arterial facilities in the Region.”

The Commission staff proposes revising the last paragraph on page 10, in the Travel Demand Management section of Chapter VIII, “Regional Transportation Plan Development and Evaluation” of SEWRPC Planning Report No. 49, “A Regional Transportation System Plan for Southeastern Wisconsin: 2035” to read:

“The proposed year 2035 plan travel demand management element will continue to build upon the travel demand management actions recommended in the year 2020 plan which have been implemented to date, as discussed in Chapter II of this report. Seven categories of travel demand management measures are proposed for consideration in the year 2035 plan: high-occupancy vehicle preferential treatment, transit pricing, personal vehicle pricing, travel demand management promotion, park-ride lots, transit information and marketing, and detailed specific neighborhood and major activity center land use plans. The specific travel demand management measures within each of the seven categories provide a package of travel demand management measures which collectively may be expected to promote reduction of personal and vehicular travel. As well, the proposed measures may be considered to be feasible. The seven categories of proposed travel demand management measures are described in further detail below, indicating the specific measures proposed to be included within each category.”
The Commission staff proposes adding the following text after the first full paragraph on page 15, in the *Travel Demand Management* section of Chapter VIII, “Regional Transportation Plan Development and Evaluation” of SEWRPC Planning Report No. 49, “A Regional Transportation System Plan for Southeastern Wisconsin: 2035:”

**“Park-Ride Lots**

The provision of off-street parking facilities in fringe areas can aid in the promotion of carpooling, and the resultant more efficient use of the regional transportation system. This proposed measure recommends the provision of a system of park-ride lots along major travel routes at major intersections and interchanges where sufficient demand may be expected to warrant provision of an off-street parking facility. Map A shows the proposed system of park-ride lots including existing lots now served or planned to be served by transit, and existing and proposed park-ride lots.”

Map A has been included with these minutes as Attachment C.]

**ADJOURNMENT**

Mr. Yunker stated that the Advisory Committee’s next meeting was scheduled for July 13, 2005. He stated that Commission staff would determine if sufficient materials would be ready for Advisory Committee review at a July 13th meeting. He stated that Commission staff would contact Advisory Committee members about two weeks prior to the meeting to inform them if the July 13 meeting would be held. He indicated that if the July 13 meeting were cancelled, the Advisory Committee’s next meeting would be held on August 3, 2005, as previously scheduled.

The seventh meeting of the Advisory Committee on Regional Transportation Planning was adjourned at 3:00 p.m. on a motion by Mr. Jones, seconded by Mr. Bruss, and carried unanimously by the Committee.

Signed

Kenneth R. Yunker
Recording Secretary
Corridor feasibility studies have been completed for the Chicago-based commuter rail extensions to the Village of Walworth in Walworth County and the City of Burlington in Racine County. The conclusion of the Walworth extension study was that it was potentially feasible and cost-effective, but should be deferred and considered again when a Metra extension from its current terminus in Fox Lake, Illinois is considered to Richmond, Illinois near the Wisconsin-Illinois stateline.

The conclusion of the Burlington extension study was that it was not feasible or cost-effective at that time, but could be considered again in the future.

*Corridor feasibility studies have been completed for the Chicago-based commuter rail extensions to the Village of Walworth in Walworth County and the City of Burlington in Racine County. The conclusion of the Walworth extension study was that it was potentially feasible and cost-effective, but should be deferred and considered again when a Metra extension from its current terminus in Fox Lake, Illinois is considered to Richmond, Illinois near the Wisconsin-Illinois stateline.

The conclusion of the Burlington extension study was that it was not feasible or cost-effective at that time, but could be considered again in the future.

Source: SEWRPC
**Table C**

**COMPARISON OF AVAILABILITY OF DEDICATED LOCAL FUNDING FOR PUBLIC TRANSIT SYSTEMS SERVING URBANIZED AREAS OF SIMILAR SIZE TO THE MILWAUKEE AREA**

<table>
<thead>
<tr>
<th>Urbanized Area</th>
<th>Transit System</th>
<th>Local Dedicated Funding</th>
</tr>
</thead>
<tbody>
<tr>
<td>Name</td>
<td>2000 Population (in millions)</td>
<td>Name</td>
</tr>
<tr>
<td>St. Louis, MO</td>
<td>2.08</td>
<td>Metro</td>
</tr>
<tr>
<td>Denver, CO</td>
<td>1.98</td>
<td>Regional Transportation District</td>
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<td>1.79</td>
<td>Greater Cleveland Regional Transit Authority</td>
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<td>Port Authority of Allegheny County</td>
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<td>Portland, OR</td>
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<td>Hampton Roads Transit</td>
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<td>Sacramento, CA</td>
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<td>Sacramento Regional Transit District</td>
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<td>1.33</td>
<td>VIA Metropolitan Transit</td>
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<tr>
<td>Las Vegas, NV</td>
<td>1.31</td>
<td>Citizens Area Transit</td>
</tr>
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<td>Milwaukee County Transit System</td>
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<td>Charlotte, NC</td>
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<td>Charlotte Area Transit System</td>
</tr>
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¹ Revenues from all sources are statewide and are shared among all transit systems in Pennsylvania.

² Sales tax revenue is capped at $75 million annually.

Source: Transit system agencies and governing bodies, National Transit Database, and SEWRPC.
PROPOSED PARK-RIDE LOTS WITHIN SOUTHEASTERN WISCONSIN: YEAR 2035

- ▲ EXISTING PARK-RIDE LOT - SERVED BY EXISTING OR PROPOSED PUBLIC TRANSIT
- ■ EXISTING PARK-RIDE LOT - NOT SERVED BY EXISTING OR PROPOSED PUBLIC TRANSIT
- ▼ PROPOSED PARK-RIDE LOT - SERVED BY PROPOSED PUBLIC TRANSIT
- ◇ PROPOSED PARK-RIDE LOT - NOT SERVED BY EXISTING OR PROPOSED PUBLIC TRANSIT