Minutes of the Eighth Joint Meeting of the

ADVISORY COMMITTEES ON REGIONAL LAND USE PLANNING AND REGIONAL TRANSPORTATION SYSTEM PLANNING

DATE: November 19, 2014

TIME: 9:30 a.m.

PLACE: Tommy G. Thompson Youth Center
640 S. 84th Street
Milwaukee, Wisconsin

Members Present

Committee on Regional Land Use Planning

Julie Anderson ..... Director of Public Works and Development Services, Racine County
Chair
Jennifer Andrews ..... City Planner, City of Waukesha
Amy Barrows (alternate for Jason Fruth) .....Department of Parks and Land Use, Waukesha County
Andy M. Buehler ..... Director of Planning Operations, Kenosha County
David Cialdini (alternate for Teig Whaley-Smith) .....Milwaukee County Economic Development
Harlan E. Clinkenbeard.....City Planner, City of Pewaukee
Brian Dranzik.....Director, Department of Transportation, Milwaukee County
Vanessa Koster..... Planning Manager, City of Milwaukee Department of City Development
Jeffery B. Labahn..... Director, Community Development and Inspections, City of Kenosha
Patricia T. Najera .....City Plan Commissioner, City of Milwaukee
Jeff Osterman (alternate for Robert J. Bauman) ..... City of Milwaukee
Mark Piotrowicz.....City Planner/Operations Manager, City of West Bend
Debora Sielski..... Deputy Planning and Parks Administrator,
Manager of Planning Division, Washington County
Andrew T. Struck.....Director, Planning and Parks Department, Ozaukee County
Todd Stuebe .....Director of Community Development, City of Glendale

Committee on Regional Transportation System Planning

Brian Dranzik.....Director, Department of Transportation, Milwaukee County
Chair
Fred Abadi .....Director of Public Works, City of Waukesha
Julie Anderson ..... Director of Public Works and Development Services, Racine County
David E. Cox..... Village Administrator, Village of Hartland
Peter Daniels (alternate for Michael Lewis) .....Principal Design Engineer, City of West Allis
Gary Evans.....Highway Engineering Division Manager, Waukesha County
Jennifer Gonda..... Legislative Liaison Director, City of Milwaukee
Thomas M. Grisa .....Director, Department of Public Works, City of Brookfield
Nik Kovac ..... Alderman, City of Milwaukee
Michael M. Lemens .....Director of Public Works and City Engineer, City of Kenosha

Committee on Regional Transportation System Planning (continued)

Andrew Levy (alternate for Sheri Schmit)..... Urban and Regional Planner – Freight Transportation, Southeast Region, Wisconsin Department of Transportation
Shawn Lundie (alternate for Allison Bussler)..... Department of Public Works, Waukesha County
Dwight E. McComb ..... Planning and Program Development Engineer, Federal Highway Administration, U.S. Department of Transportation
Jeff Polenske ..... City Engineer, City of Milwaukee
Matthew Schreiber (alternate for Don Gutkowski)..... Urban and Regional Planner, Division of Transportation Investment Management, Bureau of Statewide Planning & Economic Development, Wisconsin Department of Transportation
Thomas Wondra..... Highway Commissioner, Washington County
Dennis Yaccarino..... Senior Budget and Policy Manager, Budget and Management Division, Department of Administration, City of Milwaukee

Guests and Staff Present

Ann Dee Allen ..... Senior Public Involvement and Outreach Specialist, SEWRPC
Michael G. Hahn..... Deputy Director, SEWRPC
Christopher T. Hiebert ..... Chief Transportation Engineer, SEWRPC
Eric D. Lynde..... Principal Transportation Planner/Engineer, SEWRPC
Benjamin R. McKay ..... Principal Planner, SEWRPC
Kevin J. Muhs ..... Principal Transportation Planner, SEWRPC
David A. Schilling ..... Chief Land Use Planner, SEWRPC
Kerry Thomas ..... Executive Director, MetroGo!
Kenneth R. Yunker ..... Executive Director, SEWRPC

CALL TO ORDER

Mr. Dranzik called the joint meeting of the Advisory Committees on Regional Land Use Planning and Regional Transportation System Planning to order at 9:30 a.m., welcoming those in attendance. Mr. Dranzik stated that roll call would be accomplished through circulation of a sign-in sheet.

REVIEW AND APPROVAL OF MINUTES OF THE JOINT MEETING OF THE ADVISORY COMMITTEES ON REGIONAL LAND USE PLANNING AND REGIONAL TRANSPORTATION SYSTEM PLANNING HELD ON OCTOBER 15, 2014

Mr. Dranzik asked if there were any questions or comments on the October 15, 2014, meeting minutes. There were none. Mr. Dranzik asked for a motion to approve the meeting minutes. On a motion by Mr. Cox seconded by Mr. Polenske the October 15, 2014, meeting minutes were approved unanimously.

DISCUSSION OF SCHEDULE AND LOCATION OF FUTURE JOINT ADVISORY COMMITTEE MEETINGS

Mr. Dranzik asked Mr. Yunker of the Commission staff to review upcoming meeting dates and locations. Mr. Yunker noted that members of the Committees were provided with a tentative schedule for future meetings in their meeting packets. He stated that the next Joint Advisory Committee meeting is scheduled for December 17, 2014, at 9:30 a.m. in Meeting Room 5 of the Tommy Thompson Youth Center. He noted that the meeting originally scheduled for February 18, 2015, has been rescheduled for February 25, 2015, as highlighted in the tentative schedule for future meetings.

UPDATE ON PRELIMINARY RESULTS FROM THE ANALYSIS OF PUBLIC INPUT ON THE VISION 2050 SKETCH SCENARIOS

Mr. Dranzik asked Commission staff to provide an update on the preliminary results from the analysis of public input on the VISION 2050 sketch scenarios. Mr. Muhs noted that a handout entitled "VISION 2050 – Workshop #3 Summary of Facilitator Comments" was distributed to members at the meeting (see Attachment 1). Mr. Muhs noted attendees of the third series of VISION 2050 workshops participated in a small group activity that allowed them to explore and comment on the five sketch scenarios. Attendees provided comments on the sketch scenarios to facilitators during the small group activity and on individual comment forms. Facilitators recorded over 2,000 comments and over 1,500 additional comments were provided through the individual comment forms. He noted that comments from the individual forms will be provided to members of the Committees at the December meeting.

Mr. Muhs noted that Scenario E received the most positive comments and Scenario A received the most negative comments. Some of the other more frequent comments included:

- Attendees generally liked the development pattern and transportation options presented in Scenario E, but were concerned about the high cost
- Compact development received more support than low density development
- Support was expressed for regionwide transit service
- Observations were made that the development pattern and transportation options presented in Scenarios C, D, and E would make the Region more attractive to younger workers and employers.

Mr. Muhs stated that the public input received during the third series of visioning workshops will be considered during the design of the more detailed alternative land use and transportation plans, including comments recorded during the small group activity, comments noted on individual forms, and comments obtained through an online scenario exploration tool.

Mr. Grisa noted that the handout shows attendees commented that they did not like the high cost of Scenario E, and many also commented that Scenario A does not provide a good return on investment. Mr. Yunker responded that the poor return on investment comments on Scenario A were related to the lack of transit service that is included in that scenario.

Mr. Dranzik asked if there were any additional questions or comments on the update. There were none.

DISCUSSION OF POTENTIAL ALTERNATIVE LAND USE AND TRANSPORTATION PLANS

Mr. Dranzik asked Commission staff to provide an overview of the proposed detailed alternative land use and transportation plans to be developed and evaluated in the next stage of the VISION 2050 process. Mr. Muhs noted that a handout titled "Outline of VISION 2050 Alternative Plans" was distributed to members at the meeting (see Attachment 2). Mr. Muhs noted that three alternative plans are being proposed and reviewed the land use and transportation components of the alternative plans. They include:

- Trend: A baseline to compare to other alternative futures and represents a continuation of current land use and transportation trends.
- Alterative Plan I: A higher density development pattern than the Trend Alternative and a significant increase in bus service with some capital investment in fixed-guideway transit. This alternative will be evaluated both with and without additional traffic lanes and new street and highway facilities to address residual congestion.

- Alternative Plan II: Focus a significant portion of the Region's new development in transit oriented developments (TODs) with greater capital investment in fixed-guideway transit in addition to a significant increase in bus service. This alternative will also be evaluated both with and without additional traffic lanes and new street and highway facilities to address residual congestion.

Mr. Muhs also noted that committed development and transportation projects will be incorporated into each of the alternative plans. Mr. Yunker noted that currently committed arterial highway capacity improvement and expansion projects to be incorporated into each of the VISION 2050 alternative plans are included in an attachment to the July 30, 2014, meeting minutes (Attachment 2 of the July meeting minutes).

Mr. Yunker noted that the proposed alternative plans are based on the sketch scenario evaluation and public input, as well as input received from the Commission's Advisory Committees on Regional Land Use Planning and Regional Transportation System Planning, the Environmental Justice Task Force, and VISION 2050 Task Forces on key areas of interest. He also noted that staff is seeking feedback from the Advisory Committees on the proposed alternative plans and no action is needed on the outline. The following comments and discussion points were made during the overview:

1. Mr. Grisa noted that the Trend Alternative includes a 25 percent decrease in transit service and questioned whether this amount of decrease is realistic. Mr. Yunker noted that there has been about a 20 percent decrease in the Region over the last 13 years, which is a steeper decrease than is projected in the proposed Trend Alternative. Mr. Yunker noted that the preliminary recommended plan will likely include a combination of the most effective elements of the alternative plans and an in-depth evaluation of the alternatives will shape the preliminary recommended plan.

2. Mr. Polenske suggested incorporating the Milwaukee Streetcar into Alternative Plans I and II. He noted that the project is in the design phase. Mr. Yunker responded that the Milwaukee Streetcar will be incorporated into those plans as it is identified as a committed transportation project. Mr. Yunker noted that it is envisioned that the Streetcar would be a segment in the fixed-guideway system in Alternative Plan II and could be included as a downtown circulator in each alternative plan. He noted that the same approach would be used for the Kenosha Streetcar.

3. Mr. Daniels asked for clarification on evaluating Alternative Plans I and II with and without additional traffic lanes and new street and highway facilities. Mr. Muhs responded that past regional transportation planning processes have identified travel demand and analyzed how much of that demand could be accommodated by expanding transit service and bicycle and pedestrian facilities, and applying transportation system management and travel demand management. The residual traffic congestion was addressed through highway capacity additions. A similar staged approach will be used to evaluate Alternative Plans I and II with and without additional traffic lanes and new street and highway facilities. Mr. Yunker noted this type of approach is required by the Federal Highway Administration. He also noted the discussion from the October meeting of the Advisory Committees regarding the need for highway improvements to address congestion in urban low density and rural areas of the Region where public transit service would not be provided under an alternative plan.

4. Mr. Daniels asked if the VISION 2050 plan recommendations will dictate the projects included in the Transportation Improvement Program (TIP). Mr. Yunker responded that the VISION 2050 plan recommendations will be advisory to State and local governments, as are recommendations from past regional transportation system plans. Mr. Grisa noted that the advisory nature of the VISION 2050 plan recommendations will be similar to the currently adopted year 2035 regional transportation system plan recommendations. He suggested that the key variable to determine during the VISION 2050 process is the congestion level that residents of the Region find acceptable. Mr. Yunker noted that all of the past regional transportation system planning processes undertaken by the Commission have evaluated potential outcomes of implementing various transportation options.

Mr. Dranzik asked if there were any additional questions or comments on the overview. There were none.

REVIEW AND CONSIDERATION OF PRELIMINARY DRAFT OF VOLUME I, CHAPTER V, "TRAVEL HABITS AND PATTERNS," OF SEWRPC PLANNING REPORT NO. 55, *VISION 2050: A REGIONAL LAND USE AND TRANSPORTATION SYSTEM PLAN FOR SOUTHEASTERN WISCONSIN*

Mr. Yunker noted that the preliminary draft of Appendix B, "Accuracy Checks of the Year 2011 Travel Surveys" will also be reviewed under this agenda item. He noted that staff received comments on Volume I, Chapter V, from members of the Committees representing the City of Milwaukee (see Attachment 3). City of Milwaukee representatives suggested expanding the Summary and Conclusions section to highlight recent changes in regional travel trends, specifically, between the years 2001 and 2011. In addition, there was a suggestion to remove the 2011 Regional Inventory of Travel: Major Elements section from the Chapter and include it as an appendix to the Chapter. Mr. Yunker noted that the revised Summary and Conclusions section will be attached to the meeting minutes (see Attachment 4) and the 2011 Regional Inventory of Travel: Major Elements section will be moved to Appendix B.

Mr. Yunker noted that the regional inventory of travel is a major effort that the Commission typically undertakes after the release of decennial census data. Previous inventories occurred in 1963, 1972, 1991, and 2001. Mr. Yunker noted that the Wisconsin Department of Transportation provides funding for the regional travel survey, and expressed appreciation for the funding. He then asked Mr. Hiebert of the Commission staff to review Volume I, Chapter V, which describes the existing travel behavior and patterns within the Region as determined by the 2011 regional inventory of travel. The following comments and discussion points were made during the review of Volume I, Chapter V:

1. Mr. Daniels referred to the decline in person trips made between 2001 and 2011 and questioned whether it represents a long term trend or whether person trips are likely to rebound. Mr. Yunker noted that this was a decade during which the number of jobs declined and was the only decade which experienced such a decline since 1960. He added that the 2011 regional inventory of travel data will be used to develop new travel simulation models that will be used along with year 2050 population and employment forecast data to project future travel. He noted population and employment growth is projected for each decade through 2050, however at a more modest rate than past projections. Mr. Hiebert noted that the current travel demand model will be run with year 2010/2011 socioeconomic data to validate the current model's ability to forecast travel. This will be documented as part of VISION 2050 in a companion technical report devoted to the development and documentation of the Commission's next generation of travel demand models.

Mr. Hiebert added that years 2001 and 2011 data will be used to test the ability of the models to estimate past and current conditions once the new set of travel demand models are developed.

2. Mr. Grisa suggested that figures such as bar charts and graphs be added to the chapter to show trends in key data. Mr. Yunker responded that staff will review the chapter and add figures to display key trends shown in the tables (see Attachment 4).

3. Mr. Grisa noted the 25 percent reduction in transit service in Scenario A and asked if that would result in an equivalent reduction in the percentage of person trips made by transit, from 2 percent to 1.5 percent. Mr. Hiebert responded that the Commission's travel simulation models will be used to estimate the trips made by transit. Mr. Yunker noted that the percentage of person trips would likely not be expected to decrease by the same percentage as the service reductions, as service reductions would likely occur on routes with lower ridership, and many riders do not have other transportation options.

4. Mr. Clinkenbeard noted the trend toward increasing numbers of workers commuting from Milwaukee County to Waukesha County has been a long term trend, and may continue in the future. He noted that this is a result of employment increasing significantly in Waukesha County.

5. Mr. Daniels asked if there have been recent shifts in modes of travel based on where millennials are choosing to live. Mr. Hiebert responded that the data shows shifts in modes of travel -- specifically increasing bicycle and walking trips -- have occurred across all generations and have not been limited to one age range.

6. Mr. Kovac asked why the 25-54 age range is so large relative to the other groups presented in Table V-22. Mr. Yunker responded that staff will examine the data and increase the number of age ranges for the 2011 survey.

7. Mr. Buehler referred to Table V-18 and asked if there is value in showing external person and vehicle trips by direction by county, noting that there are a significant number of trips made between Kenosha County and Northern Illinois. Mr. Hiebert responded that data is available from the 2011, 2001, and 1991 travel surveys. Mr. Yunker stated that an analysis will be added to the chapter regarding significant changes in inbound and outbound vehicle trips by county.

8. Mr. Yaccarino noted that Volume I, Chapter V presents data regarding trends in travel habits and patterns, but does not discuss the causes of any changes in travel habits and patterns. He added that conclusions with respect to the facilities and services should not be drawn alone from the inventory data presented in the chapter. He also noted that the variables included in the travel simulation models are important in forecasting future demand for various transportation facilities, and asked whether the Advisory Committees would be provided the opportunity to review the models and those variables. Mr. Yunker responded that the travel inventory data will not be directly used to prepare a recommended plan. Rather, the recommended plan will come from an evaluation of alternative plans. He added that a chapter in the 2035 plan describes the travel models used in that effort, including the variables used in the models to predict future travel. He noted that information on the next generation travel demand models that will be developed and applied in the VISION 2050 plan will be provided to the Advisory Committees at a future meeting. He noted that the Committees will be provided the opportunity to review the accuracy of each model in predicting current travel as documented in the 2011 inventory of regional travel.

Mr. Clinkenbeard noted that trend data is only one element that is considered in developing the regional transportation system plan.

Mr. Dranzik asked if there were any further questions or comments on the preliminary draft of Volume I, Chapter V, "Travel Habits and Patterns." There were none. Mr. Dranzik asked for a motion to approve the draft chapter. Mr. Clinkenbeard moved and Mr. Grisa seconded to approve the preliminary draft of Volume I, Chapter V, "Travel Habits and Patterns." The motion was approved unanimously.

Mr. Yunker asked Mr. Hiebert to review Appendix B "Accuracy Checks of the Year 2011 Travel Surveys" and noted that staff is not seeking action on Appendix B. There were no comments or discussion points made during the review.

PUBLIC COMMENTS

Mr. Dranzik asked if there were any public comments. There were none.

ADJOURNMENT

Mr. Dranzik thanked everyone for attending and asked for a motion to adjourn the meeting. Mr. Clinkenbeard moved and Mr. Buehler seconded the motion to adjourn. The meeting was adjourned at 11:07 a.m.

Respectfully submitted,

Benjamin R. McKay
Recording Secretary

KRY/CTH/DAS/EDL/BRM
VISION 2050 - Joint AC Minutes - Mtg 8 - 11/19/14 (00221969).DOCX (PDF: #222273)

Attachment 1

PRELIMINARY DRAFT

VISION 2050 - WORKSHOP #3
SUMMARY OF FACILITATOR FORM COMMENTS

	# of Responses				
	A	B	C	D	E
Number of Positive Comments	48	68	172	180	245
Number of Negative Comments	391	332	213	159	155
Total Facilitator Comments Received*	2049				

Category	Summary Comment	# of Responses				
		A	B	C	D	E
Scenario Preference	I like this scenario.	1	0	6	10	33
	I don't like this scenario.	64	23	6	12	9
	I like that this scenario is an intermediate step to a better region, but we can do more.	0	10	0	0	0
	This scenario is a good compromise because it offers a balanced transportation system and a range of land use densities.	0	0	5	3	0
Bicycle/Pedestrian Accommodations	This scenario provides a sufficient level of bike/pedestrian accommodations.	2	4	21	13	20
	This scenario needs to provide more bike/pedestrian accommodations.	12	11	3	2	2
	This scenario offers too many bike/pedestrian accommodations.	0	3	6	2	8
Costs	I like the low costs associated with this scenario.	8	0	1	3	0
	I do not like the high costs associated with this scenario.	0	0	0	4	24
	This scenario will provide a good return on investment.	0	0	2	1	4
	This scenario does not have a good return on investment.	16	3	0	4	0
Development Patterns	I like the development pattern shown in this scenario.	9	15	45	32	36
	There should be more compact development in this scenario.	45	7	9	13	2
	There should be less compact development shown in this scenario.	0	40	12	9	15
Housing	I like the range of housing options offered in this scenario.	0	0	6	0	6
	There should be an increase in the range of housing options, especially affordable housing options, offered in this scenario.	10	7	9	2	0
	This scenario encourages too much multi-family/small home development.	0	0	0	0	6
Job/Housing Balance	I like the job/housing balance shown in this scenario.	1	2	8	6	9
	I don't like the job/housing balance shown in this scenario.	10	31	5	1	0
Preservation of Farmland, Open Spaces, and Natural Resources	I like the level of farmland, open space, and natural resource conservation occurring in this scenario.	0	0	14	1	4
	This scenario does not conserve enough farmland, open space and natural resources.	39	20	4	4	8
	This scenario conserves too much farmland, open space, and natural resources.	0	0	1	0	3
	I like that this scenario will improve air quality.	0	0	1	0	3
	This scenario does not improve air quality enough.	0	5	0	0	1
	This scenario does not improve water quality or address water access issues enough.	6	1	0	0	1

Attachment 1 (continued)

Category	Summary Comment	# of Responses				
		A	B	C	D	E
Regional Attractiveness	This scenario will make the region more attractive to live and work in.	0	0	3	6	4
	This scenario will limit our ability to attract/keep people in this region.	9	2	1	1	1
Segregation / Gentrification / Equitable Access	I like that this scenario will provide equitable access for low-income and minority population, and people with disabilities.	0	0	4	2	3
	I don't like how this scenario will increase segregation/gentrification and reduce access for low-income and minority population, and people with disabilities.	25	13	2	0	7
Streets and Highways	I like that this scenario supports expansion of streets and highways.	8	18	0	0	0
	I don't like how this scenario supports expansion of streets and highways.	9	18	0	0	0
	I like that this scenario doesn't include the expansion of streets and highways.	0	0	8	9	7
	This scenario should include the expansion of our streets and highways.	0	0	11	8	10
	The congestion level shown in this scenario is acceptable.	8	11	7	8	9
	I don't like the level of congestion shown in this scenario.	5	6	12	16	7
Transit	I like the transit options offered in this scenario.	5	15	59	89	108
	We need to improve transit service more than what is offered in this scenario.	114	102	106	34	13
	We do not need the level of transit service offered in this scenario.	0	10	6	41	15
	I like the commuter rail service but don't agree with the location of some rail lines.	0	0	0	24	0
	I like the increase in transit options but am concerned about traveling that last mile.	0	0	1	24	0
Transportation Options	I like the auto-dependent nature of this scenario.	6	1	0	0	0
	This scenario is too auto-dependent.	8	15	2	0	0
	I like that this scenario offers a balanced transportation system.	0	2	1	1	3
	I wish this scenario offered more of a balanced approach to our transportation system, investing in both transit and roadway improvements.	5	4	4	3	2
General Observations	I'm concerned about our ability to provide adequate funding to support this scenario.	2	3	5	0	9
	I'm concerned that this scenario will lead to an increase in crime and road safety issues.	3	1	3	3	1
	The mindset of the region must change before this scenario can be implemented.	5	2	0	0	9
	This scenario doesn't address "quality of life" issues adequately.	4	5	0	0	0
	This scenario is too Milwaukee-centric/urban-centric.	0	0	6	0	2
	Number of Facilitator Comments Received Per Scenario	439	410	405	391	404

* This total includes comments expressing neutral feelings towards the scenario and non-applicable comments.

KRY/LBM/lbm
#222078

Attachment 2

PRELIMINARY DRAFT

OUTLINE OF VISION 2050 ALTERNATIVE PLANS

This outline presents a summary of each of the alternative plans proposed to be developed for VISION 2050. In order to provide a baseline to compare alternatives against, these detailed plans will include a projection of what the Region would look like in 2050 if land use development and transportation investment trends from the past two decades continue into the future. The alternative plans differ from that projection of current trends, with changes to the Region's land use and transportation system. These changes would not affect land use development and transportation projects that are already committed.

The content of each of these alternative plans will be heavily influenced by the feedback and input Commission staff received from the residents of the Region on the five sketch scenarios that were developed and evaluated in the previous step of the VISION 2050 process. These alternative plans will be significantly more detailed than the sketch scenarios, and that level of detail will allow Commission staff to evaluate them using a larger set of criteria than were used to evaluate the sketch scenarios.

TREND

Land Use

This alternative provides a baseline to compare to other alternative futures, and represents a continuation of recent trends, which include an overall decline in urban density across the Region.

- Most development would occur at medium and low densities within existing urban centers or at the immediate outer boundary of existing urban centers, with limited high density redevelopment and infill within already developed areas.
- Some development would occur at low densities at scattered locations away from existing urban centers, with lot sizes of 1 to 5 acres per house.

Transportation

As the baseline against which the other two alternatives will be compared, the transportation system in this alternative would continue recent trends in transportation investment in the Region.

- Transit service would decline an additional 25 percent, with reductions in service frequency across much of the Region and some route eliminations.
- Bicycle facilities—bike lanes, wider curb lanes, paved shoulders—would be provided as arterials are reconstructed, and the regional system of off-street facilities would continue to expand.
- Segment-by-segment reconstruction of the freeway system would continue, with traffic lanes added on congested arterial street and highway facilities and some new facilities constructed.

ALTERNATIVE PLAN I

Land Use

This alternative includes a higher density development pattern than the Trend.

- New development under this scenario would occur largely as infill or redevelopment in existing urban centers, and at the immediate outer boundary of existing urban centers. Various combinations of lot sizes and housing types could be included in these developments, with nearly all single-family homes on lots of 10,000 square feet or less.
- This scenario would include some Transit Oriented Development (TOD), which would focus compact, mixed-use development around transit stations. This would include apartments, condominiums, townhomes, duplexes, and smaller lot single-family homes—as well as office and retail space—within walking distance of the transit station.

Transportation

This alternative would include a significant increase in transit service, and it will be evaluated both with and without additional traffic lanes and new street and highway facilities.

- Transit service would be significantly expanded, with an expansion of the service area and frequency of local bus routes, more express and commuter bus routes and increased frequency on existing express and commuter bus routes. Commuter bus routes would take advantage of paved shoulders on highways where possible, to provide a quicker and more reliable service during congested periods. A shared-ride taxi would be provided in the remainder of the Region where local bus service would not be available. One commuter rail corridor and three rapid transit corridors would be included in this alternative, with the rapid transit corridors taking the form of bus rapid transit.
- Significantly improved bicycle facilities—protected bike lanes, buffered bike lanes, green lanes, and other facilities—would be provided along key corridors of Regional importance. Standard bicycle facilities—bike lanes, wider curb lanes, paved shoulders—would be provided as other arterials are reconstructed, and the regional system of off-street facilities would continue to expand.
- Segment-by-segment reconstruction of the freeway system would continue. This alternative will be evaluated first with no traffic lanes added on congested arterial street and highway facilities and no new facilities. After evaluation without additional capacity on the arterial street and highway system, a second evaluation will include consideration of additional traffic lanes and some new arterial street and highway facilities to mitigate increases in traffic congestion that would not be alleviated by system management, demand management and the other transportation investments discussed above.

ALTERNATIVE PLAN II

Land Use

This alternative would focus a significant portion of the Region's new development in TODs.

- TODs would focus compact, mixed-use development around transit stations. This would include apartments, condominiums, townhomes, duplexes, and smaller lot

single-family homes—as well as office and retail space—within walking distance of the transit station.

- Other new development under this scenario would occur as infill or redevelopment in existing urban centers, and at the immediate outer boundary of those urban centers.

Transportation

In addition to an increase in bus service, this alternative would include capital investments in the construction of fixed-guideway transit in the form of commuter rail, light rail, or bus rapid transit. Similar to Alternative I, this alternative will be evaluated both with and without additional traffic lanes and new street and highway facilities.

- In addition to a large expansion of bus service, this alternative would include a significant investment in fixed-guideway transit corridors, including commuter rail, light rail, and bus rapid transit. Two commuter rail corridors and eight rapid transit corridors would be included, with four rapid transit corridors assumed to be light rail and four rapid transit corridors assumed to be bus rapid transit. The service area and frequency of local bus routes would be expanded and key corridors without a fixed-guideway investment would see high-frequency express or commuter bus routes. Commuter bus routes would take advantage of paved shoulders on highways where possible, to provide a quicker and more reliable service during congested periods. A shared-ride taxi would be provided in the remainder of the Region where local bus service would not be available.
- Significantly improved bicycle facilities—protected bike lanes, buffered bike lanes, green lanes, and other facilities—would be provided along key corridors of Regional importance. Standard bicycle facilities—bike lanes, wider curb lanes, paved shoulders—would be provided as other arterials are reconstructed, and the regional system of off-street facilities would continue to expand.
- Segment-by-segment reconstruction of the freeway system would continue. This alternative will be evaluated first with no traffic lanes added on congested arterial street and highway facilities and no new facilities. After evaluation without additional capacity on the arterial street and highway system, a second evaluation will include consideration of additional traffic lanes and new arterial street and highway facilities to

mitigate increases in traffic congestion that would not be alleviated by the transportation investment discussed above and systems and demand management measures. These highway capacity expansions would only be proposed in the rural and low-density suburban areas not served by the fixed-guideway transit investments included as part of this alternative. Under this plan alternative, fewer capacity additions would be included than under Alternative Plan I.

#222082

Vision 2050: A Regional Land Use and Transportation System Plan for Southeastern Wisconsin

Volume 1, Chapter V
Travel Habits and Patterns
Preliminary Draft – City of Milwaukee Comments

The *Summary and Conclusions* section accurately identifies general transportation trends between 1963 and 2011. However, the current travel inventory shows significant departures from overall trends since the 2001 inventory. It is suggested that the *Summary and Conclusions* section be expanded to better highlight recent changes in regional travel trends, particularly between 2001 and 2011, that should be considered in the development and selection of the recommended 2050 transportation and land use plan. For example:

Person Trips / Vehicle Trips

The summary documents increases in person trips between 1963 and 2011 and correlates the increases in person trips to increases in household and employment levels. However, while person trips increased in a linear fashion between 1963 and 2001, the current inventory shows a significant change between 2001 and 2011. During this period, person trips not only did not increase at the previous rate, but have actually decreased by 2% compared to 2001.

Trips per Household

The summary indicates that internal trips per household have remained stable at about 7 to 8 trips per household between 1963 and 2011. However, trips per household also experienced a significant departure from historic trends based on the last inventory. Between 1963 and 2001, the number of internal trips per household was constant at about 8 trips per household while the internal trips per household decreased to about 7 trips per household between 2001 and 2011 for a decrease of 14%. While the summary makes a short reference to this trend

in a subsequent paragraph summarizing travel habits across age categories, it is suggested that this trend be better identified in the summary.

Vehicle Trips

The summary documents increases in vehicle trips between 1963 and 2011 and identifies how decreasing auto occupancy rates have contributed to increases in vehicle trips. However, while vehicle trips increased steadily between 1963 and 2001, the current inventory shows a significant change between 2001 and 2011. During this period, total vehicle person trips not only did not increase, but have actually decreased by 4.2% compared to 2001 with internal vehicle trips experiencing a 5% decrease since 2001.

Vehicle Availability

The summary indicates that the percentage of households having no personal vehicle available decreased from 17% in 1963 to 16% in 1972 to 9% in 1991 and remained at 9% since. According to Table V-3, however, the percentage of households having no personal vehicle available was 9.1% in 1991, 8.5% in 2001, and 9.0% in 2011. While the percentage of households having no personal vehicle available since 1991 has been roughly 9%, it is significant that the 2011 inventory showed that the percentage of households having no personal vehicle available is *increasing* for the first time since the inventories began in 1963 and it is suggested that the summary identify this current trend. It is also significant that the percent of total person trips made by households having no personal vehicle available steadily decreased between 1963 and 2001 but has marginally increased in the 2011 inventory.

Mode of Internal Personal Trips

While the summary provides trend information of trip distribution by mode, it is included in the paragraph associated with vehicle availability. It is suggested that the summary of trip distribution by mode be provided in a separate paragraph.

Furthermore, while the summary indicates that the proportion of total personal travel by automobile steadily increased between 1963 and 2001 but then

experienced a decrease in the 2011 inventory, it is suggested that the summary better highlight this significant departure from historic trends and identify the 3% decrease in total travel by auto (8% decrease from the 2001 mode share) between 2001 and 2011.

The summary notes the steady decrease in transit mode share between 1963 and 2011. It is suggested that the inventory document changes in transit service provided over time and that the summary correlate transit ridership trends with service cuts that may have contributed to declining transit mode share.

While the summary makes a short reference in the paragraph summarizing travel habits across age categories, it is suggested that the summary of trip distribution by mode identify the significant increase in walk/bicycle mode share between 2001 and 2011 and identify the 2.8% increase in total travel by walk/bicycle (56.7% increase from the 2001 mode share) between 2001 and 2011.

Vehicle Occupancy

The 2011 inventory shows that total travel vehicle occupancy rates experienced a departure from historic trends by increasing for the first time since the inventories began. While the increase is nominal, the fact that the trend is reversing is significant and it is suggested that the summary highlight the current trend.

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[Replace the section of Chapter V entitled, "Summary and Conclusions", starting on page V-15 with the text below. Changes to the text presented to Joint Committee members at their November 19, 2014, meeting are highlighted in gray.]

SUMMARY AND CONCLUSIONS

The Commission's comprehensive inventories of travel conducted in 1963, 1972, 1991, 2001 and 2011 describe in detail the total travel pattern of the Region and each of its component parts. This chapter has presented, in summary form, the basic findings of the 2011 Commission inventory of travel within the Region. In order to assess any changes occurring in travel habits and patterns within the Region over time, comparisons have been made between the findings of the 2011 inventory with those of earlier Commission travel inventories of 1963, 1972, 1991 and 2001. The Commission travel surveys conducted for 1963, 1972, 1991, 2001, and 2011 demonstrate that travel is an orderly, regular, and measurable occurrence, with recognizable travel patterns.

- On an average weekday in 2011, about 6.7 million person trips were made within the Region. This represents an increase from 1963 of 2.5 million person trips, or 60 percent. The increase in regional tripmaking reflects the increases in the number of households within the Region of 67 percent from 1963 to 2011, as well as the increases in employment of 69 percent from 1963 to 2011 (See Figure A). The increases in person trips in the region were substantially greater than the increase in the resident population of the Region, of 23 percent from 1963 to 2011. However, the decade between 2001 and 2011 differed from the long-term trend as person trips decreased by 2 percent. The decrease in tripmaking between 2001 and 2011 may in part be attributed to the decrease in employment by 1 percent and the decrease in median family income by 11 percent which had also occurred over the same time period. Even with the recent modest declines in tripmaking and employment, future levels of households and employment should be considered indicators of potential future travel growth.

- While the number of internal person trips per household in the Region between 1972 and 2001 had remained relatively constant at about 8 trips per household, the decade between 2001 and 2011 differed from this long-term trend as the number of trips per household declined from about 8 trips per household to about 7 trips per household (See Figure B). The decline in employment and in median family income may have contributed in part to this reduction. The level of average weekday internal person trips per capita, however, has increased from slightly greater than 2 trips per capita in 1963 to slightly greater than 3 trips per capita in 2011. The stability in the household trip rate occurred even with the substantial

socio-economic, land use, and transportation changes that have occurred within the Region over the last 50 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, and the change in land use density of the Region.

- On an average weekday in 2011, nearly 5.2 million vehicle trips were made within the Region. This represents an increase of about 2.7 million vehicle trips, or 104 percent, from 1963 (See Figure C). The increase in vehicle trips from 1963 to 2011 is more substantial than the increase in person trips, specifically, an increase of 2.7 million vehicle trips and of 2.5 million person trips over the 48 year period. The principal factor contributing to the more rapid increase in vehicle trips is the decline in average vehicle occupancy or carpooling observed in the surveys, from 1.42 persons per vehicle in 1963 to 1.20 persons per vehicle in 2011 with respect to all trips and from 1.21 persons per vehicle in 1963 to 1.06 persons per vehicle in 2011 for work trips. However, similar to person trips, the decade between 2001 and 2011 differed from previous decades as the vehicle trips decreased by 4 percent, and also the average vehicle occupancy increased slightly from 1.19 to 1.20 persons per vehicle over the same time period. Vehicle tripmaking may not be expected to increase significantly faster than person tripmaking in the future as a result of declining vehicle occupancy, because vehicle occupancy is expected to no longer experience declines of the magnitude exhibited historically.

- There has been a modest decrease in household trip rates since 1991, and particularly since 2001 (See Figure D). Also, there has been a significant increase in pedestrian and bicycling trips since 2001. These changes were experienced across all age categories (See Figure E). Survey data indicates that the behavioral difference in travel between generations appears to be relatively stable over time. As such, there does not appear to be one generation that is significantly driving the changes in travel as compared to other generations. As households age they have exhibited similar travel behaviors as their predecessors.

- On an average weekday in 2011, 40.9 million vehicle-miles of travel occurred within the Region as a result of the 5.2 million vehicle trips. The historic increases in vehicle-miles of travel from 13.1 million in 1963, to 20.1 million in 1972, to 33.1 million in 1991, to 39.7million in 2001, and to 40.9 million in 2011 – a total of 212 percent – have been more rapid than the corresponding historic increases in total person tripmaking and vehicle tripmaking. A contributing factor to the more substantial increase in vehicle-miles of travel has been an increase in the average length of internal person trips from 4.7 miles in 1963, to 5.4 miles in 1972, to 6.8 miles in 1991, to 6.8 miles in 2001, to 7.1 miles in 2011, for an increase

of about 52 percent from 1963 to 2011. Thus, the 212 percent increase in highway traffic in the Region from 1963 to 2011 has been the result only in part of demographic and economic growth and change and related person tripmaking. Only about 50 percent of the growth in highway traffic over the past 50 years may be attributed to increased tripmaking as a result of demographic and economic growth and change. The remaining 50 percent may be attributed to the decline in vehicle occupancy and carpooling and the increase in trip length.

- About 93 percent in 2011 and in each survey year of the person and vehicle trips made within the Region on an average weekday were made by residents of the Region. Therefore, the location and capacity of future transportation facilities will largely be based upon the patterns of travel of the regional residents.

- The number of personal vehicles – automobiles, vans, sport utility vehicles, and pickup trucks – available to residents of Region increased from about 527,000 in 1963 to 705,000 in 1972, to 1,142,500 in 1991 to 1,313,900 in 2001, and to 1,371,900 in 2011, an increase of 160 percent from 1963 to 2011. The percentage of total households in the Region having two or more personal vehicles available increased from 24 percent in 1963 to 34 in 1972, to 56 percent in 1991, 2001, and 2011, while the percentage of total households having no personal vehicle available decreased from 17 percent in 1963 to 16 percent in 1972 to 9 percent in 1991, 2001, and 2011. While steadily declining between the travel surveys conducted between 1963 and 2001, the decade between 2001 and 2011 differed from the previous decaded as the percentage of households with no personal vehicle available modestly increased from 8.5 percent to 9.0 percent.

- Automobile travel increased from about 80 percent of all internal person travel in the Region in 1963 to 84 percent in 1972, to 89 percent in 1991 and 2001. However, the decade between 2001 and 2011 differed from previous decades as automobile travel decreased to 86 percent of all internal person travel in 2011 (See Figure F).

- Public transit travel decreased from 8 percent of total internal person travel in 1963 to 4 percent in 1972, to 3 percent in 1991, to 2 percent in 2001 and 2011 (See Figure G). Average weekday public transit travel decreased sharply within the Region, from 320,500 trips in 1963, to 184,200 trips in 1972, to 172,200 trips in 1991, to 142,200 trips in 2001, and to 129,100 trips in 2011. As described in more detail within Chapter III of this volume, the decline in transit over the last decade is a result of the reduction in transit service rather than the expansion of the transit system recommended in the plan, and the increase of

transit fares at an amount greater than inflation.

- Travel by walking and bicycle declined from 9 percent of all travel in 1972 to 4 percent of all travel in 1991. However, such travel showed an increase in 2001 to 5 percent of all travel and again in 2011 to 8 percent of all travel. Specifically, the number of internal walk and bicycle trips increased by over 50 percent between 2001 and 2011, even though total internal person trips declined by 3 percent over the same time period (See Figure H).

- In each of the survey years, approximately 87 to 89 percent of total internal vehicle trips were made by personal vehicle and about 11 to 13 percent were made by commercial truck. These findings indicate that with respect to highway facilities, the principal contributor to the transportation problem within the Region is the movement of people rather than goods, particularly since personal vehicle trips display sharp concentrations during peak traffic periods, while commercial truck trips do not.

- Approximately 75 to 80 percent of total internal person trips within the Region on an average weekday in 1963, 1972, 1991, 2001 and 2011 consisted of trips made to or from places of residence. The amount and location of future residential development will affect future travel demands.

- The percentage distributions of internal person trips by trip purpose have remained very stable over the past 50 years with trips between home and work accounting for 22 to 25 percent of all internal person trips, trips between home and shopping accounting for 11 to 15 percent of trips, school trips for 9 to 13 percent of all trips, trips between home and other destinations for social, recreation, and personal business purposes for 30 to 34 percent of all trips, and trips between non-home origins and destinations for about 18 to 23 percent of all trips (See Figure I).

* * *

Figure A

COMPARISON OF CUMULATIVE CHANGES IN PERSON TRIPS, POPULATION, HOUSEHOLDS, AND EMPLOYMENT RELATIVE TO 1963 LEVELS IN SOUTHEASTERN WISCONSIN

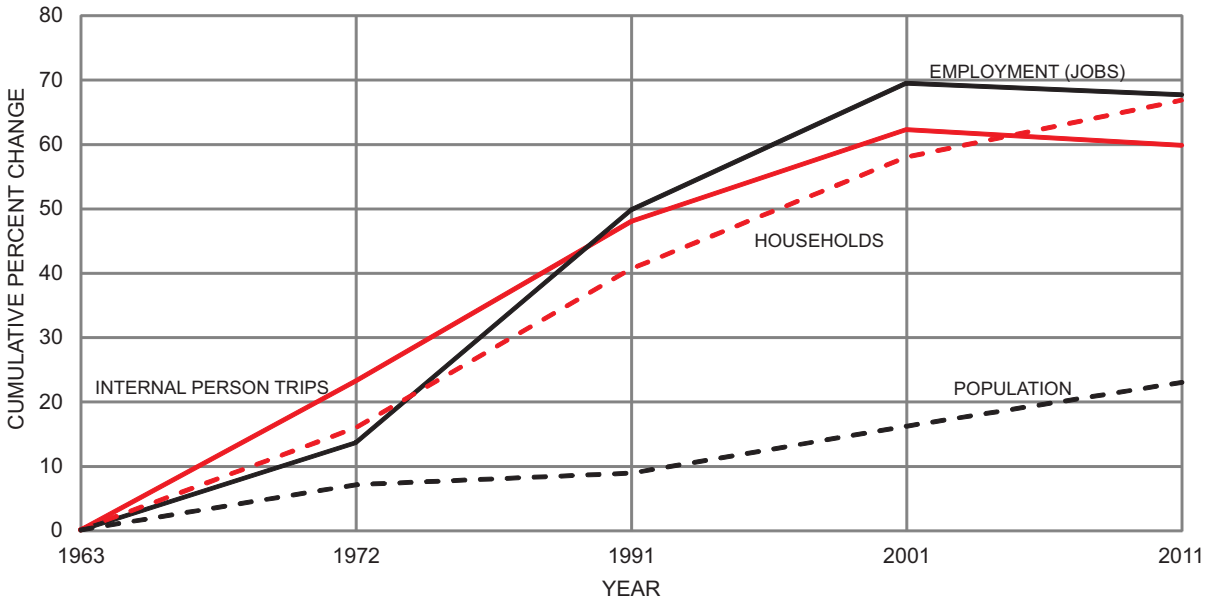

Figure B

TOTAL AVARAGE WEEKDAY INTERNAL PERSON TRIPS PER HOUSEHOLD IN THE REGION: 1963, 1972, 1991, 2001, AND 2011

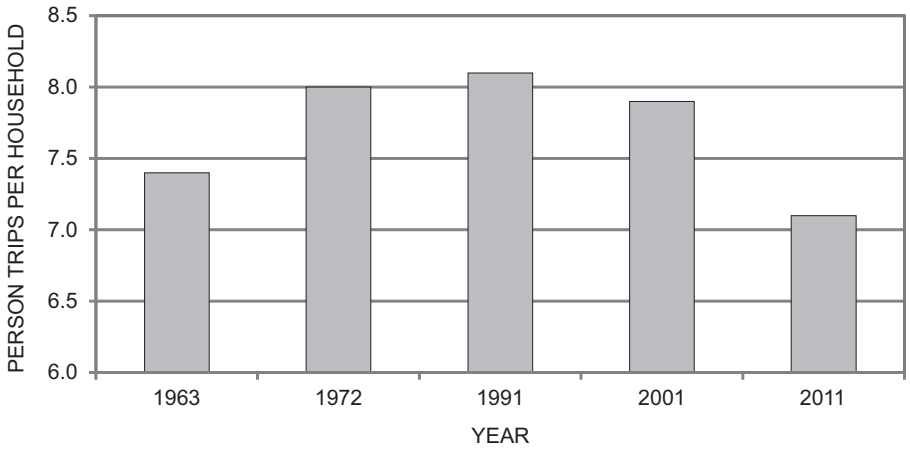

Figure C

COMPARISON OF CUMULATIVE CHANGES IN VEHICLE TRIPS, PERSON TRIPS, AND VEHICLE OCCUPANCY RELATIVE TO 1963 IN SOUTHEASTER WISCONSIN

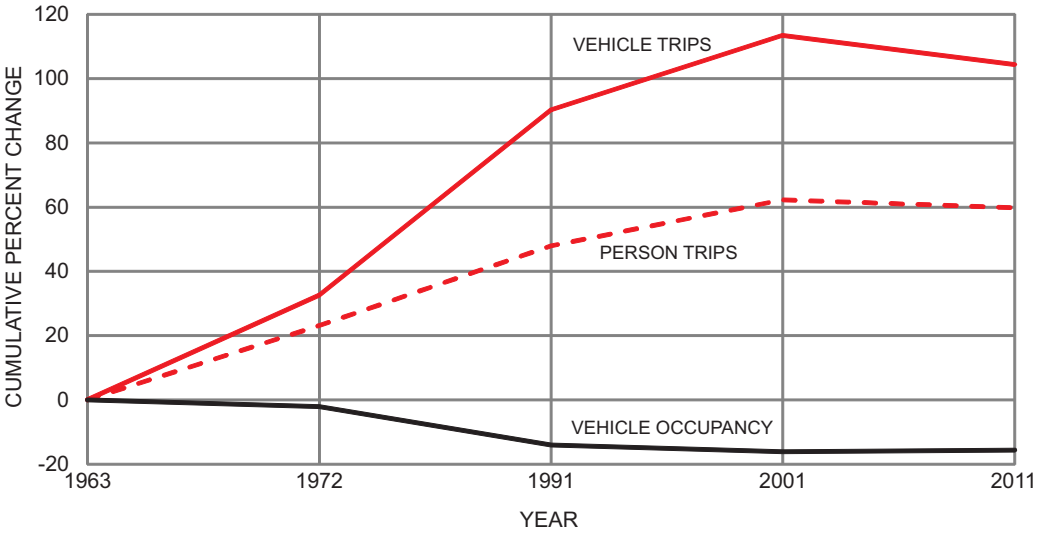

Figure D

AVERAGE WEEKDAY INTERNAL PERSON TRIPS PER HOUSEHOLD IN THE REGION BY AGE OF HEAD OF HOUSEHOLD: 1991, 2001, 2011

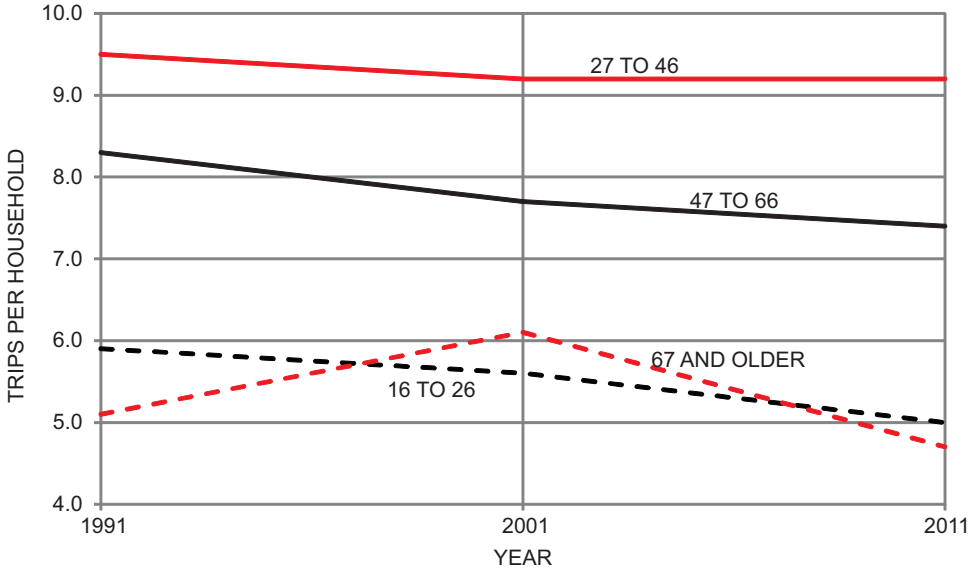

Figure E

COMPARISON OF THE PERCENTAGE OF AVERAGE WEEKDAY INTERNAL PERSON TRIPS IN THE REGION BY MODE OF TRAVEL AND BY HEAD OF HOUSEHOLD FOR THE YEARS 2001 AND 2011

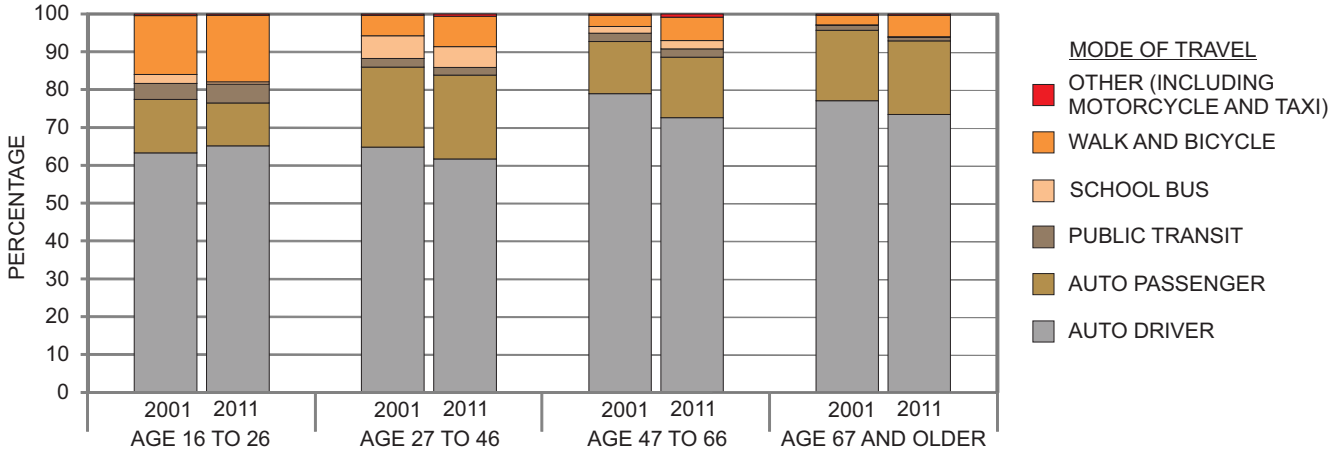

Figure F

PERCENTAGE OF AVERAGE WEEKDAY INTERNAL PERSON TRIPS IN THE REGION BY AUTOMOBILE: 1963-2011

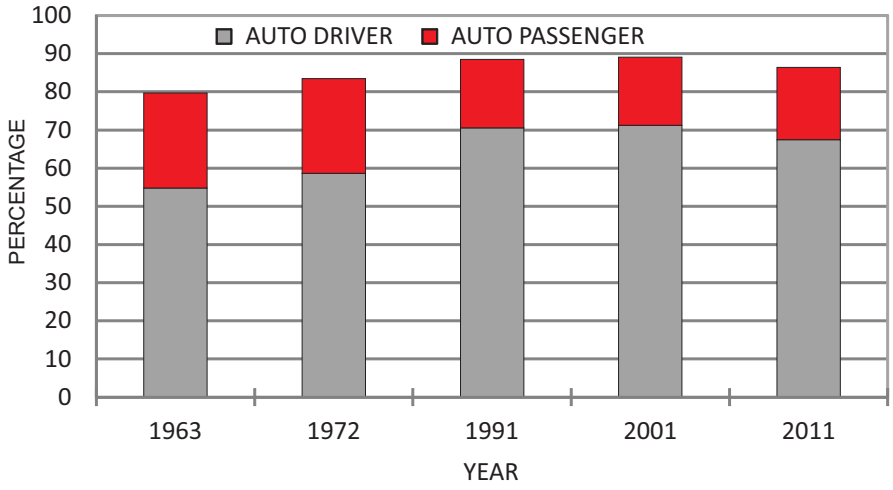

Figure G

PERCENTAGE OF AVERAGE WEEKDAY INTERNAL PERSON TRIPS IN THE REGION BY PUBLIC TRANSIT: 1963 -2011

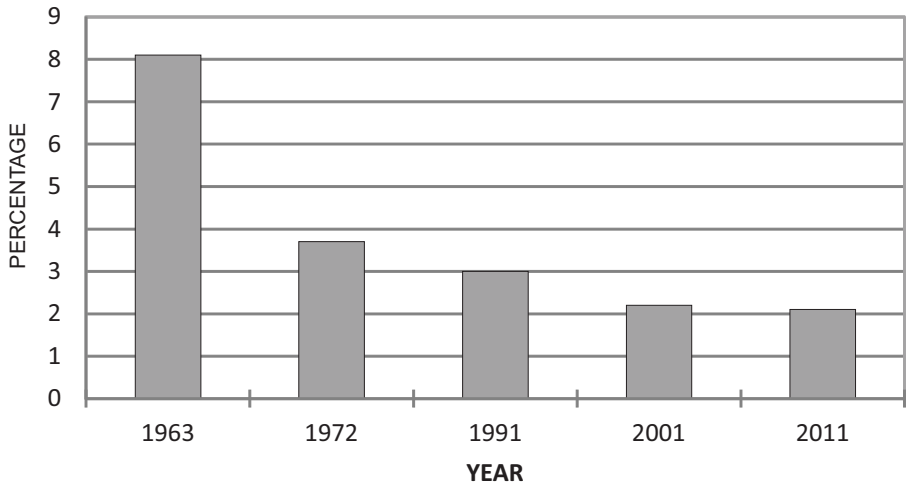

Figure H

PERCENTAGE OF AVERAGE WEEKDAY INTERNAL PERSON TRIPS IN THE REGION BY WALKING OR BICYCLING: 1963-2011

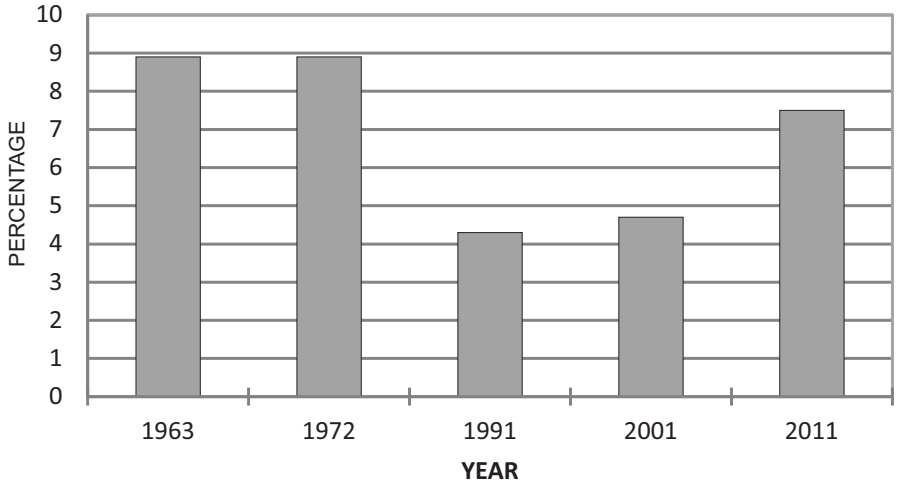

Figure I

PERCENTAGE OF AVERAGE WEEKDAY INTERNAL HOUSEHOLD PERSON TRIPS IN THE REGION BY TRIP PURPOSE: 1963 TO 2011