

Minutes of the Ninth Joint Meeting of the

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

DATE: December 17, 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

Robert J. Bauman..... Alderman, City of Milwaukee
Andy M. Buehler Director of Planning Operations, Kenosha County
Harlan E. Clinkenbeard..... City Planner, City of Pewaukee
Brian Dranzik..... Director, Department of Transportation, Milwaukee County
Charles Erickson Community Development Manager, City of Greenfield
Jason Fruth..... Planning and Zoning Manager, Waukesha County
Douglas J. Koehler (alternate for Jennifer Andrews)..... Planner, City of Waukesha
Jeffery B. Labahn..... Director, Community Development and Inspections, City of Kenosha
Mark Piotrowicz..... City Planner/Operations Manager, City of West Bend
Matthew Sadowski..... Assistant Director, City of Racine Department of City Development
Steven J. Schaer Manager of Planning and Zoning, City of West Allis
Douglas Seymour..... Director of Community Development, City of Oak Creek
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
Scott Brandmeier Director of Public Works and Village Engineer, Village of Fox Point
Kevin M. Brunner Director of Central Services, Walworth County Public Works Department
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
Michael Friedlander (alternate for Bart Sponseller) Bureau of Air Management,
Wisconsin Department of Natural Resources
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
Mark McComb (alternate for Daniel Boehm)..... Manager of Planning,
Milwaukee County Transit System
Eric A. Nitschke..... Regional Director, Southeast Region,
Wisconsin Department of Natural Resources
Jeff Polenske City Engineer, City of Milwaukee
William D. Sasse..... Director of Engineering, Village of Mount Pleasant
Jay Saunders (alternate for Michael Mayo Sr.)..... Public Information Assistant,
Milwaukee County
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

Guests and Staff Present

Graham Callis Economic Development Planner, Wisconsin Department of Transportation
Brian Dean Department of City Development, City of Racine
Michael G. Hahn..... Deputy Director, 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
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 NOVEMBER 19, 2014

Mr. Dranzik asked if there were any questions or comments on the November 19, 2014, meeting minutes. There were none. Mr. Dranzik asked for a motion to approve the meeting minutes. On a motion by Mr. Clinkenbeard seconded by Mr. Cox the November 19, 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 February 25, 2015, at 9:30 a.m. in Meeting Room 5 of the Tommy Thompson Youth Center. He noted that additional meetings may need to be added in 2015 and Commission staff will notify members of the Committees of additional dates to avoid schedule conflicts.

UPDATE ON DEVELOPMENT AND EVALUATION OF DETAILED ALTERNATIVE LAND USE AND TRANSPORTATION PLANS FOR VISION 2050

Mr. Dranzik asked Commission staff to provide an update on the development of detailed alternative land use and transportation plans. Mr. Yunker noted that Mr. McKay will provide an update on the land use component of the detailed alternative plans and Mr. Muhs will provide an update on the transportation component of the alternative plans.

Mr. McKay provided an overview of the proposed process of allocating households and employment for the land use component of the three VISION 2050 alternative plans, which include the Trend Alternative, Alternative Plan I, and Alternative Plan II. He noted that the focus of household and employment allocations differs between the three alternative plans; however, each alternative plan allocation relies on several common elements including regional and county population and employment projections, committed development, local government comprehensive plans, and natural resources. He then provided an overview of the proposed variations in household and employment allocations for the three alternative plans as follows:

- Trend Alternative: A baseline to compare to Alternative Plans I and II, and represents a continuation of recent trends (over the last 20 years), which include an overall decline in urban density across the Region. The amount of residential development that has occurred within urban service areas (about 83 percent) and outside of urban service areas (about 17 percent) over the last 20 years will be considered in determining incremental household allocations for the Trend Alternative. Most employment will be allocated to urban service areas.
- Alternative Plan I: A higher density development pattern than the Trend Alternative with a focus on allocating incremental households and employment to urban service areas, where single-family residential lots are typically ¼ of an acre or smaller. Household allocations outside of urban service areas will be largely limited to existing platted lots. The transportation component of Alternative Plan I includes some investment in fixed-guideway transit with transit oriented development (TOD) adjacent to the stations. Incremental household and employment allocations will be increased in transportation analysis zones (TAZ) adjacent to rapid transit stations and commuter rail stations. TODs will likely be a mix of high density residential (mostly multi-family) and commercial (retail/office) uses.
- Alternative Plan II: Will include the incremental household and employment allocations from Alternative Plan I, with one area of departure. There will be more rapid transit and commuter rail stations under the transportation component. Some incremental households and employment allocated to TAZs outside of urban service areas will be reallocated to allow for increased household and employment allocations to TODs.

Mr. Muhs then provided an overview of the transportation components of the three VISION 2050 alternative plans. He noted that there will be variations in the transit, bicycle and pedestrian, transportation system and travel demand management, and arterial streets and highways elements of the alternative plans as follows:

- **Transit:** The Trend Alternative will include a 25 percent decline in transit service, due to a projected inability for transit funding to keep pace with inflation. Alternative Plans I and II will both include a significant 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. A shared-ride taxi service would be provided in the remainder of the Region where local bus service would not be available.

Alternative Plans I and II will also include fixed-guideway transit services. One commuter rail corridor and three rapid transit corridors will be included in Alternative Plan I, with the rapid transit corridors taking the form of bus rapid transit (BRT). Two commuter rail corridors and ten rapid transit corridors will be included in Alternative Plan II, with the rapid transit corridors taking the form of light rail and BRT. Light rail and BRT designations in the alternative plans are for long-range planning cost estimate purposes only and would require detailed corridor feasibility studies to determine the appropriate technology for each corridor. Fixed-guideway transit included in Alternative Plans I and II are shown on maps that were distributed to members of the Committees (see Attachment 1). Committed projects including the Milwaukee Streetcar and Kenosha Streetcar will be included in all three alternatives.

- **Bicycle and Pedestrian Facilities:** Bicycle facilities such as bike lanes, wider curbs lanes, and paved shoulders will be provided as arterials are reconstructed, or new arterials are constructed, under each of the alternative plans. Off-street facilities will also continue to expand. Significantly improved bicycle facilities such as protected bike lanes, buffered bike lanes, and colored pavement will be implemented along key corridors of regional importance under Alternative Plans I and II.
- **Highways:** Segment-by-segment reconstruction of the freeway system will continue, with traffic lanes added on congested arterial street and highway facilities and some new facilities constructed under the Trend Alternative. Alternative Plans I and II will be evaluated both with and without additional traffic lanes and new arterial street and highway facilities. Additional traffic lanes and new facilities to be tested under Alternative Plan II will only be proposed in the rural and low-density suburban areas of the Region not served by the fixed-guideway transit system.

The following comments and discussion points were made during the overview:

1. Mr. Clinkenbeard noted that the rapid transit and commuter rail stations will impact the land use development pattern in two of the alternative plans and asked if station locations have been identified. Mr. Muhs responded that staff is in the process of identifying potential station locations. He noted that rapid transit stations will be located about every one-half mile to one mile along the light rail and BRT corridors and commuter rail stations will be located about every three to five miles along the commuter rail corridors. Mr. Yunker stated that staff will email the proposed station locations to members of the Committees for comment prior to the next meeting.
2. Mr. Bauman noted that rail lines running from the 30th Street Industrial Corridor through Milwaukee to Ozaukee and Washington Counties may provide good opportunities for commuter rail corridors because significant segments are owned by Wisconsin & Southern Railroad and are not main line rail corridors. He noted an example in Austin, Texas, where diesel multiple unit (DMU) rail vehicles are used to provide commuter rail service over a branch line rail corridor.

Mr. Muhs noted that DMU rail vehicles may be appropriate for Southeastern Wisconsin, as they use less fuel per passenger and accelerate and decelerate faster than traditional commuter rail vehicles, and may be more appropriate for lower volume commuter rail lines. Mr. Muhs also noted that the northern commuter rail corridors shown in Scenario E were removed because of public feedback and limited anticipated ridership projected during the scenario planning phase of the VISION 2050 process. Mr. Yunker noted that the extensive fixed-guideway component of Scenario E received a great deal of positive feedback; however, many of those who supported the fixed-guideway component of Scenario E expressed concerns over the significantly higher cost of Scenario E. Staff has attempted to address these concerns by removing corridors that received less positive feedback from the public and had lower projected ridership. Mr. Yunker noted that a map of potential fixed-guideway corridors which go beyond Scenario E could be developed as the planning process moves forward.

3. Mr. Grisa noted the east-west commuter rail corridor shown on the Alternative Plan II Fixed-Guideway Transit Network Map terminates in the City of Oconomowoc and asked if it is envisioned that the corridor would extend outside of the Region in the future. Mr. Yunker responded that the east-west commuter rail corridor is not envisioned to extend beyond the City of Oconomowoc, which is a logical terminus for this type of commuter rail service. Mr. Yunker noted that a commuter rail corridor typically has a station spacing of about three to five miles. He noted that a longer distance service, such as the Amtrak Hiawatha line, typically achieve greater speeds than commuter rail services and have a limited number of stops.
4. Mr. Saunders asked why staff terminated the light rail corridor running northwest from Downtown Milwaukee at the intersection of Silver Spring Drive and 60th Street. Mr. Muhs responded that the next logical terminus is the Park Place office center; however, population density decreases significantly along the corridor between the Silver Spring Drive and 60th Street intersection and Park Place. He noted that the Westlawn Neighborhood is located at the intersection of Silver Spring Drive and 60th Street and that part of the reason for terminating at that intersection was to reduce costs. Mr. Saunders noted that a terminus located closer to the Milwaukee County line may be useful for commuters. Mr. Yunker noted that an in-depth cost evaluation will be performed with guidance from the Advisory Committees and public input. He stated that the results of the evaluation will be used in the development of a preliminary recommended plan. He noted that the preliminary recommended plan will likely be a modification or combination of the strongest performing elements of the alternative plans.
5. Mr. Grisa asked if financial support is a consideration in identifying rapid transit corridors. Mr. Muhs responded that population density and potential ridership are evaluated to identify rapid transit corridors. Mr. Yunker noted that this indicates the proportion of transit operating costs which could be expected to be covered by transit ridership fares.
6. Mr. Bauman asked for clarification regarding travel demand assumptions for highways. Mr. Yunker responded that the 2050 population and employment projections and household and employment allocations under the land use components of the three alternative plans are key assumptions. Mr. Bauman noted that the intermediate-growth projections are being used to develop the land use components of the three alternative plans. He noted that the intermediate-growth projection may not be achieved if certain transportation choices are made, which could result in reduced demand for additional highway capacity. He asked if the arterial street and highway element of the transportation components of the three alternative plans could be tested

against the low-growth population and employment projections. Mr. Yunker responded that the need for highway capacity improvements could be tested under low-growth projections for the preliminary recommended plan. Mr. Daniels noted there is Federal guidance regarding service levels that should be achieved for roadway projects receiving Federal funding. Mr. McComb noted there may be flexibility in applying Federal guidance based on local conditions.

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 II, CHAPTER II, "SKETCH LAND USE AND TRANSPORTATION SYSTEM SCENARIOS," 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 C, "Public Feedback on Sketch Scenarios" will also be reviewed under this agenda item. He then asked Mr. Lynde of the Commission staff to review Volume II, Chapter II, which describes and documents five future regional development scenarios, scenario evaluation, and public feedback. Mr. Lynde noted that the scenario planning stage of VISION 2050 was intended to further the development of a long-term shared vision for the Region by considering and evaluating a wide range of potential regional land use development and transportation development futures. The following comments and discussion points were made during the review of Volume II, Chapter II:

1. Mr. Grisa noted that household and employment capacities under Scenario A reflect planned land uses designated under local government comprehensive plans and Scenarios B, C, D, and E include some exceptions to the local government comprehensive plans. He asked if local government comprehensive plans will be considered during the development of the more detailed alternative plans for VISION 2050. Mr. McKay responded that local government comprehensive plans are an important consideration because of their significance on local land use control decisions under the State comprehensive planning law. He noted local government comprehensive plan land use and density designations will be considered in the allocations of incremental households and employment for each of the detailed alternative plans. He also noted that Commission staff met with staff or elected officials from each urban community in the Region and obtained input regarding short-term and long-term growth areas designated in local government comprehensive plans.

Mr. Yunker noted that the Commission staff has compiled all of the adopted local government comprehensive plan land use plans for the Region. He stated that the local government comprehensive plans when taken together would result in significantly more households and employment than are projected for the Region by the year 2050 under the Commission's intermediate-growth projections. He then stated that the purpose of the VISION 2050 regional land use and transportation planning is to examine the consequences of future development patterns and transportation system development for the Region. It may be expected that this analysis may lead to recommendations to consider modifications of existing trends and plans. He emphasized that VISION 2050 plan recommendations will be advisory and the preliminary recommended plan will likely be a combination or modification of the alternative plans.

2. Mr. Grisa noted that highway reconstruction was limited to meeting modernization and safety design standards under Scenarios C, D, and E. He then referred to Maps II-5C, II-5D, and II-5E and noted there would be significant traffic congestion on some highway segments under those scenarios. He questioned whether improved safety can be achieved with this amount of traffic congestion. Mr. Yunker responded that safety may be expected to be affected by the level of congestion, and safety impacts will be evaluated with the amount of congestion that is expected under each of the detailed alternative plans.
3. Mr. Bauman indicated that Federal guidance regarding service levels that should be achieved for roadway projects receiving Federal funding is resulting in certain investments in the Region's transportation system that are not supported locally. He questioned whether VISION 2050 plan recommendations would have any effect on roadway projects given that Federal standards would need to be met. Mr. Yunker responded that this issue will be considered and discussed as the detailed alternative plans are being developed.

Mr. Dranzik asked if there were any further questions or comments on the preliminary drafts of Volume II, Chapter II, "Sketch Land Use and Transportation System Scenarios" and Appendix C, "Public Feedback on Sketch Scenarios." There were none. Mr. Dranzik asked for a motion to approve the draft chapter and appendix. Mr. Clinkenbeard moved and Mr. Sasse seconded to approve the preliminary drafts of Volume II, Chapter II, "Sketch Land Use and Transportation System Scenarios" and Appendix C, "Public Feedback on Sketch Scenarios." The motion was approved unanimously.

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. Sasse moved and Mr. Lemens seconded the motion to adjourn. The meeting was adjourned at 10:45 a.m.

Respectfully submitted,



Benjamin R. McKay
Recording Secretary

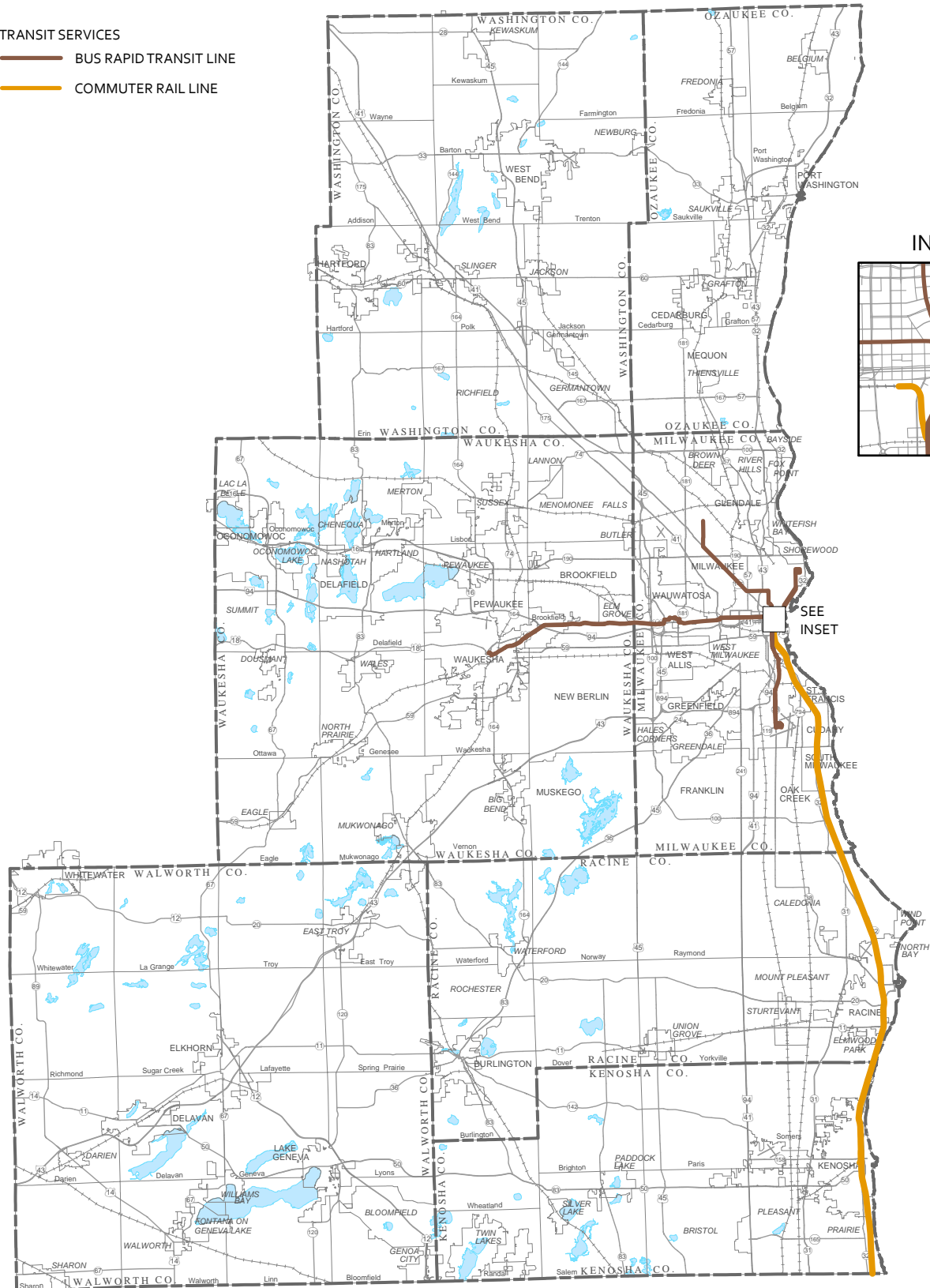
Attachment 1

PRELIMINARY DRAFT

ALTERNATIVE PLAN I FIXED-GUIDEWAY TRANSIT SERVICES

TRANSIT SERVICES

-  BUS RAPID TRANSIT LINE
-  COMMUTER RAIL LINE



INSET






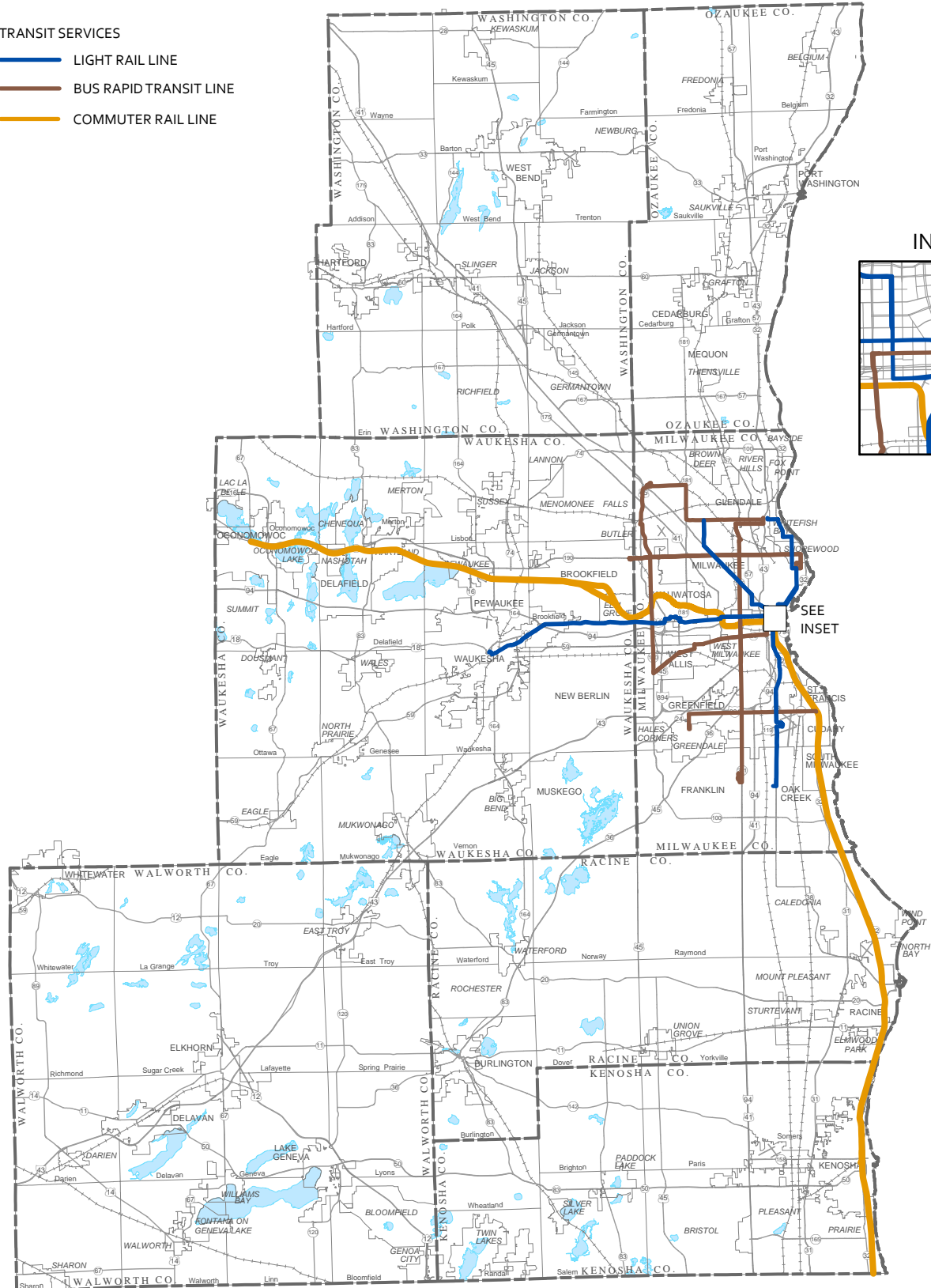
Attachment 1 (continued)

PRELIMINARY DRAFT

ALTERNATIVE PLAN II FIXED GUIDEWAY TRANSIT NETWORK

TRANSIT SERVICES

-  LIGHT RAIL LINE
-  BUS RAPID TRANSIT LINE
-  COMMUTER RAIL LINE



INSET

