

Minutes of the

RACINE COUNTY JURISDICTIONAL HIGHWAY PLANNING COMMITTEE

DATE: February 10, 2015  
TIME: 9:00 a.m.  
PLACE: Auditorium  
Ives Grove Office Complex  
14200 Washington Avenue  
Sturtevant, WI

Members Present

Julie A. Anderson.....Director, Racine County Public Works and Development Services  
Chair  
Kenneth R. Yunker ..... Executive Director, SEWRPC  
Secretary  
Christopher Birkett.....Director of Public Works, Village of Rochester  
(Representing Paul Beere)  
Anthony Bunkelman ..... Assistant Engineer, Village of Caledonia  
(Representing Michael Hayek)  
Rebecca Ewald..... Administrator, Village of Waterford  
Peter Hansen ..... Chairperson, Town of Yorkville  
Tom Longtin ..... State Program Engineer, Southeast Region  
(Representing Brett Wallace) Wisconsin Department of Transportation  
Brian F. O'Connell..... Director of City Development, City of Racine  
Nathan Plunkett..... County Engineer, Racine County  
Susan Sanabria..... Trustee, Village of Wind Point  
  
William D. Sasse..... Director of Engineering, Village of Mount Pleasant  
Megan Watkins ..... Director of Administrative Services, City of Burlington  
(Representing Robert Miller)

Guests and Staff Present

Ryan W. Hoel..... Principal Engineer, SEWRPC  
Ethan S. Johnson..... Senior Engineer, SEWRPC  
Aaron Michelson..... Urban and Regional Planner, Southeast Region,  
Wisconsin Department of Transportation

**ROLL CALL AND INTRODUCTIONS**

Chair Anderson called the meeting of the Racine County Jurisdictional Highway Planning Committee to order at 9:00 a.m. Attendance was taken by circulating a sign-in sheet for signature. Chair Anderson then asked the Committee members, guests, and staff present to introduce themselves.

## **REVIEW AND DISCUSSION OF THE RACINE COUNTY JURISDICTIONAL HIGHWAY SYSTEM PLAN AND YEAR 2035 REGIONAL TRANSPORTATION PLAN**

Chair Anderson asked Mr. Yunker to present the SEWRPC staff memorandum entitled “Background on the Racine County Jurisdictional Highway System Plan and Year 2035 Regional Transportation Plan”. Mr. Yunker noted that the Commission staff is currently preparing a major review and update of the regional land use and transportation plans for Southeastern Wisconsin. This effort, called VISION 2050, is expected to be completed in mid-2016. He noted that upon its completion, VISION 2050 will replace the current year 2035 plans, extending the design year of the plans to 2050. He added that the development of VISION 2050 is being guided by the Commission’s Advisory Committees on Regional Transportation System Planning and Regional Land Use Planning, which includes representatives from each of the seven counties within the Region and State and Federal transportation and natural resources agencies. He stated that the purpose of this meeting is to get input on the VISION 2050 planning effort by members of this Committee, which includes representation from all of the cities, villages, and towns in Racine County and the County itself.

[Secretary’s Note: The SEWRPC staff memorandum entitled, “Background on the Racine County Jurisdictional Highway System Plan and Year 2035 Regional Transportation Plan”, is included with these minutes as Attachment A.]

Mr. Yunker then reviewed with the Committee the current functional recommendations—widened arterials and new roadways—and the jurisdictional recommendations—State, county, and local—in the year 2035 Racine County jurisdictional highway system plan. Mr. Yunker stated that the Commission staff would like to hear from Committee members their comments and suggestions regarding the recommended arterial street and highway functional improvements—widening of existing arterial roadways and construction of new arterial roadways—in the current Racine County jurisdictional highway system plan and year 2035 regional transportation plan, as well as their suggestions for arterial street and highway functional improvements which should be considered by Commission staff during the development of VISION 2050. Mr. Yunker added that Commission staff would also like to hear from Committee members their comments and suggestions regarding the jurisdictional responsibility recommendations of the year 2035 Racine County jurisdictional highway system plan. He noted that, if the Committee desires to do so, proposed jurisdictional changes could be considered by the Committee following the completion of VISION 2050.

Mr. Yunker then reviewed with the Committee the recommendations of the current year 2035 regional transportation plan with respect to public transit, bicycle and pedestrian facilities, transportation system management (TSM), travel demand management (TDM), and arterial streets and highways. He stated that Commission staff would as well like to hear from Committee members their comments on the five elements of the year 2035 regional transportation plan.

The following comments and questions were raised during and following Mr. Yunker’s review:

1. Committee members identified the following functional changes for evaluation as part of VISION 2050:
  - a. Chair Anderson stated that the Wisconsin Department of Transportation (WisDOT) has suspended work on their project to reconstruct STH 38 with additional traffic lanes

between Oakwood Road in Milwaukee County and Northwestern Avenue (CTH K) in Racine County, including the realignment of STH 38 between Five Mile Road and Northwestern Avenue (CTH K), due to lack of consensus on a preferred alternative between the affected and concerned local governments and WisDOT. She noted that, as a result, Wisconsin's Transportation Project Commission has recommended the cancellation of the project from the WisDOT major highway program. Mr. Yunker stated that the Commission staff will consider alternatives to the planned extension of STH 38 between Five Mile Road and the existing STH 38 as part of VISION 2050.

[Secretary's Note: WisDOT's project to reconstruct STH 38 with additional lanes between Oakwood Road and Northwestern Avenue (CTH K) has been removed from the major highway program in the 2015-2017 State biennial budget.]

- b. Mr. Hansen indicated that traveling between IH 94 and the City of Racine is difficult, and he requested that the Commission staff examine potential functional improvements to arterial streets and highways that would better connect the City of Racine with IH 94, such as the widening of CTH KR from two to four traffic lanes between IH 94 and Sheridan Road (STH 32). Mr. O'Connell stated that preserving the existing arterial street and highway system in the City of Racine area is also important. He noted that Racine County is located between two economic high-growth areas—Southern Milwaukee County to the north and Kenosha County to the south. He indicated that the potential for similar economic growth to occur in Racine County is strong, and that a well maintained arterial street and highway system in Racine County is needed to attract future development. Mr. Yunker noted that the City of Racine Common Council had adopted a resolution requesting that the Commission staff consider ways to improve access to the City of Racine as part of VISION 2050. Mr. Yunker indicated the Commission staff will attach a copy of the resolution to the meeting minutes. Mr. Hansen stated that it is important to think long term when considering needed improvements to the arterial street and highway system.

[Secretary's Note: The resolution passed by the City of Racine Common Council requesting consideration of improving access to the City of Racine is included in these minutes as Attachment B.]

- c. Mr. Hansen requested that the widening of Washington Avenue (STH 20) from two to four traffic lanes between N. Raynor Avenue (USH 45) and Spring Street (CTH C) be considered as part of VISION 2050.
- d. Mr. Hansen requested that the widening of Durand Avenue (STH 11) from two to four traffic lanes between Shumann Drive in the Village of Union Grove and IH 94 be considered as part of VISION 2050.
- e. Chair Anderson and Mr. Bunkelman suggested that the Commission staff consider as part of VISION 2050 4 ½ Mile Road and its extension from Douglas Avenue (STH 32) east to

Erie Street, as an alternative to the planned extension of Five Mile Road from Douglas Avenue (STH 32) east to Erie Street.

- f. Chair Anderson suggested that the widening of Seven Mile Road from two to four traffic lanes between IH 94 and Douglas Avenue (STH 32) be considered as part of VISION 2050 to improve the connectivity between IH 94 and Douglas Avenue (STH 32) in the northwestern Racine County area.
- g. Chair Anderson requested that Commission staff consider extending CTH V further south from Durand Avenue (STH 11) to CTH KR, in order to encourage development along the CTH V corridor. Mr. Sasse noted that the extension of CTH V from Durand Avenue (STH 11) south to CTH KR is proposed in the Village of Mount Pleasant's year 2035 master plan.
- h. Mr. Sasse requested that Commission staff consider extending Oakes Road further south from Braun Road to S. Green Bay Road (STH 31), consistent with the Village of Mount Pleasant's year 2035 master plan. He noted that there may be an alignment issue with a church near where the planned extension of Oakes Road is proposed to connect to S. Green Bay Road (STH 31) in the Village's master plan.
- i. Mr. Sasse requested that Commission staff consider extending Willow Road south from Durand Avenue (STH 11) to Braun Road, consistent with the Village of Mount Pleasant's year 2035 master plan.
- j. Ms. Ewald stated that WisDOT is currently conducting preliminary engineering for the reconstruction of Main Street/1<sup>st</sup> Street/Beck Drive (STH 20/STH 83) between Buena Park Road (CTH W) and Milwaukee Avenue (STH 36). She noted that WisDOT's preferred alternative includes reconstructing Main Street (STH 20/STH 83) with two lanes between Buena Park Road (CTH W) and 1<sup>st</sup> Street (STH 20/STH 83), but that enough pavement would be provided to allow four traffic lanes in the future. Mr. Yunker indicated that the Commission staff will provide at the next Committee meeting an analysis of whether four lanes is expected to be needed on the segment of Main Street (STH 20/STH 83) by the year 2050.
- k. Ms. Ewing stated that the Village of Waterford may request examining the potential for constructing an additional crossing of the Fox River to accommodate traffic traveling within and through the Village. Mr. Yunker indicated that Commission staff had previously examined providing an additional river crossing in the Village of Waterford area as part of evaluating potential bypasses of STH 20/STH 83 through the Village of Waterford. He stated that, as most of the traffic along STH 20/STH 83 through the Village of Waterford has at least one trip end in the Village, a bypass of STH 20/STH 83 through the Village would have to be located relatively close to the Waterford area to have the potential to attract any significant traffic. He added that the lakes to the north of the Village, existing development in the Village, and environmentally sensitive lands, make such a route likely infeasible. Mr. Yunker indicated that the Commission staff could reevaluate the potential for a new crossing of the Fox River, particularly within the existing Village, as part of VISION 2050.

could reevaluate the potential for a new crossing of the Fox River, particularly within the existing Village, as part of VISION 2050.

1. Mr. Sasse inquired if the Commission staff has previously examined the potential for a new east-west arterial serving the north side of the City of Racine area, specifically, Four Mile Road including the extension of Four Mile Road to CTH K. Mr. Yunker responded that the Racine County jurisdictional highway system plan completed in 1990 had previously recommended Four Mile Road, along with its extension to CTH K, as an east-west arterial serving the northern portion of the City of Racine area. He stated that the extension of Four Mile Road to CTH K was removed from the plan, as part of the development of the year 2010 regional transportation plan completed in 1994, at the request of affected and concerned local governments. Mr. Yunker stated that the Commission staff could consider connecting Four Mile Road to CTH K as part of VISION 2050.
2. Mr. Bunkelman asked whether the planned arterial widenings recommended in the plan, such as the planned widening of STH 32 in the Village of Caledonia, have to be followed. Mr. Yunker responded that the recommendations of the regional transportation plan, including the recommended arterial widenings, are advisory to the local governments in Southeastern Wisconsin and the State. He stated that the plan recognizes that preliminary engineering and environmental impact study will be conducted for the reconstruction of each segment of arterial street and highway. He stated that alternatives would be considered as part of the preliminary engineering and environmental impact study, including any planned functional improvements recommended in the regional transportation plan. He added that should, at the conclusion of preliminary engineering and environmental impact study, a decision be made that differs from the regional transportation plan, the Commission would, upon request of the State and/or local governments involved, amend the regional plan accordingly. Mr. Longtin noted that currently WisDOT has programmed the resurfacing of Douglas Avenue (STH 32) in 2018 from approximately one-half mile north of STH 31 to about 1,000 feet south of Five Mile Road, which included the improvements of several intersections.
3. Mr. Bunkelman inquired about the availability of the Commission's year 2050 traffic volume forecasts. Mr. Yunker responded that the Commission staff is currently developing the next generation travel demand model to assist in the development of the VISION 2050 regional transportation plan. He indicated that Commission staff would provide at the next meeting of the Committee the forecast year 2050 traffic volumes for the functional improvement issues raised at this meeting.
4. Chair Anderson provided an overview of the County projects that will be occurring over the next year, including the repaving of portions of CTH K east of USH 45, pulverizing and overlay of CTH G between USH 45 and CTH U, and resurfacing of a portion of CTH D in the Village of Rochester. She added that a roundabout is proposed for the intersection of CTH A, CTH C, and STH 20, which is scheduled to be constructed in 2017.
5. With respect to the jurisdictional transfers recommended in the current Racine County jurisdictional highway system plan, Mr. Yunker stated that the planned jurisdictional transfer of CTH K to State jurisdiction between STH 36 and STH 38 would complete the long planned

arterial highway under State jurisdiction proposed to connect the Cities of Waukesha and Racine. He noted that the north-south portion of the planned arterial—STH 164—has long been transferred from county to State jurisdiction from the City of Waukesha to STH 36, and the rerouting of CTH K to intersect STH 164 at STH 36 has long been completed. He noted that alternatives proposed in the past to transferring the entire length of CTH K between STH 36 and STH 38 to State jurisdiction include: (1) transferring the portion of CTH K from STH 36 to CTH S, along with transferring CTH S from CTH K to STH 20, to State jurisdiction and (2) transferring the portion of CTH K from STH 36 to USH 45 to State jurisdiction. He stated that, if the Committee desires to do so, the recommended changes in jurisdictional responsibilities, such as the planned transfer of CTH K to State jurisdiction, could be reviewed following the completion of VISION 2050. Mr. Longtin indicated that the planned transfer of CTH K between STH 36 and STH 38 is not currently a priority for WisDOT.

6. Ms. Ewald inquired about the likelihood of the recommended jurisdictional transfers actually occurring, such as the planned transfer of Main Street between 1<sup>st</sup> Street (STH 20/STH 83) and STH 36 to State jurisdiction. Mr. Yunker responded that the Commission staff has worked with this Committee over the last 40 years to develop and refine jurisdictional responsibility recommendations as to which level of government—state, county, or local—should logically be responsible for each segment of the planned Racine County arterial street and highway system. He noted that the jurisdictional responsibility recommendations are based on the consideration of a number of jurisdictional criteria, including trip length, the types of land uses served, the average weekday traffic volume, and facility spacing. He added that there has been modest progress over the last 40 years in Racine County in completing the jurisdictional transfers recommended in the Racine County jurisdictional highway system plan. He stated that jurisdictional transfers, under the State Statutes, will not occur unless there is agreement by the local governments involved and WisDOT. He noted that an exception to this in the State Statutes occurs when a city or village may, by resolution, remove from the county trunk highway system that portion of a county trunk highway which is situated wholly within the city or village municipal boundaries. He added that in some cases, as a condition of a jurisdictional transfer occurring, the current unit of government would first have to complete improvements to the segment of roadway being transferred. Mr. Longtin indicated that the planned jurisdictional transfer of Main Street between 1<sup>st</sup> Street (STH 20/STH 83) and Milwaukee Avenue (STH 36) to State jurisdiction is not currently a priority for WisDOT.
7. Ms. Sanabria recommended consideration of a potential realignment of STH 38 which would follow Howell Road (CTH H) between Six Mile Road (STH 38) and Northwestern Avenue (CTH K) and then along Northwestern Avenue (CTH K) between Howell Avenue (CTH H) and existing STH 38.
8. Mr. O'Connell noted that STH 32 has been rerouted in downtown Racine and now follows N. Main Street, Hamilton, Street, and Douglas Avenue.
9. With respect to available funding to implement the year 2035 regional transportation plan, Chair Anderson stated that the amount of available funding to implement Racine County highway projects is constrained, noting that reconstruction of a one-mile segment of county highway is considered a relatively large project. She added that each year it is becoming increasingly difficult to fund the needed county highway projects, as funding necessary to address the needs

increases each year. Ms. Sanabria asked if Racine County has the ability to collect a county fuel tax. Mr. Yunker replied that, under current law, only the State has authority to collect a fuel tax. He noted that a local government could, however, collect a vehicle registration fee to provide additional funding to maintain their roadways.

## **OVERVIEW AND DISCUSSION OF VISION 2050—A MAJOR REEVALUATION OF SOUTHEASTERN WISCONSIN'S REGIONAL LAND USE AND TRANSPORTATION SYSTEM PLAN**

Chair Anderson asked Mr. Yunker to provide an overview of VISION 2050. Mr. Yunker reviewed the process for developing VISION 2050. He noted that between September 2013 and February 2014 the Commission staff conducted initial visioning activities and public outreach aimed at framing how the Region's land and transportation system should be developed. The result of this planning stage was an initial vision for the Region, including the development of Guiding Statements.

Mr. Yunker described how the initial visioning activities led to a sketch-level scenario planning stage, conducted between March 2014 and September 2014, involving the development and evaluation of conceptual scenarios describing possible future changes in the Region's land use and transportation system. Mr. Yunker indicated that the results of VISION 2050's sketch-level scenario planning stage led to the current stage of VISION 2050, the development of more detailed regional land use and transportation alternatives and evaluation criteria. Mr. Yunker indicated that the Commission staff will seek public input on the alternatives from each local unit of government in the Region.

Mr. Yunker said that Commission staff will consider public input on the alternatives in developing a preliminary draft regional land use and transportation, and he noted that that Commission staff anticipate completing the final regional land use and transportation plan in mid-2016.

## **NEXT MEETING**

Mr. Yunker stated that the next meeting date will be determined following the development and evaluation of VISION 2050.

## **ADJOURNMENT**

There being no further business to come before the Committee, the meeting was adjourned at 11:30 a.m.

Respectfully submitted,

Kenneth R. Yunker  
Secretary





# SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

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## Southeastern Wisconsin Regional Planning Commission

### Staff Memorandum

#### BACKGROUND ON THE RACINE COUNTY JURISDICTIONAL HIGHWAY SYSTEM PLAN AND YEAR 2035 REGIONAL TRANSPORTATION PLAN

For many years, the Commission staff has worked with the Wisconsin Department of Transportation (WisDOT) and the seven counties in Southeastern Wisconsin to prepare county jurisdictional highway system plans. These plans serve to further refine the arterial street and highway element of the long-range regional transportation system plan. The regional plan's highway element contains *functional improvement recommendations* concerning the general location, type, capacity, and service levels of arterial streets and highways. Specifically, the functional improvement recommendations involve the identification of existing arterials planned to be reconstructed to provide additional traffic lanes and of the conceptual location of planned new arterial facilities. Once those functional recommendations have been identified, a jurisdictional highway plan is prepared with *jurisdictional responsibility recommendations* as to which level of government—state, county, or local—should logically be responsible for each of the various facilities comprising the arterial street and highway system.

The Racine County jurisdictional highway system plan serves as a further refinement of the Racine County arterial street and highway element of the long-range regional transportation plan, as it proposes adjustment of the recommended jurisdictional system to changes in land use and development patterns, and assures the maintenance of an integrated network of state and county trunk highways as urban development continues within Racine County.

The current year 2035 Racine County jurisdictional highway system plan is reflected in the year 2035 regional transportation plan<sup>1</sup>, adopted by the Commission in 2006 and subsequently reviewed and updated in 2010 and 2014. The functional and jurisdictional recommendations of the year 2035 regional transportation plan will be reviewed and updated as part of VISION 2050—the year 2050 regional land use and transportation system plan—with input from the Racine County Jurisdictional Highway Planning Committee (JHPC). Following the adoption of VISION 2050, the Commission staff will work with the Racine County JHPC to conduct a more extensive review and reevaluation of the jurisdictional recommendations. This will involve the review and redefinition of the functional criteria used for jurisdictional classification of arterial streets and highways, and the application of those criteria to the highway system. This effort could result in changes to the VISION 2050 jurisdictional recommendations. Upon completion, public review, and subsequent adoption of the jurisdictional highway plan by the Commission, VISION 2050 would then be amended to reflect the jurisdictional highway plan recommendations.

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<sup>1</sup> The development and recommendations of the year 2035 regional transportation plan are documented in SEWRPC Planning Report No. 49, “A Regional Transportation System Plan for Southeastern Wisconsin: 2035”.

### **Current Functional Improvement Recommendations for Racine County**

The current functional improvements recommended within Racine County under the year 2035 regional transportation plan are displayed in Map 1. The adopted year 2035 regional transportation plan totals 446.6 arterial street and highway route-miles in Racine County. Approximately 90 percent, or 404.2 of these route-miles, are recommended as system preservation projects. Facilities recommended for system preservation should require no significant expansion of traffic carrying capacity (i.e. no provision of additional through traffic lanes). Approximately 30.4 route-miles, or 7 percent, are recommended as system improvement projects. Facilities recommended for system improvement would need to be reconstructed and widened to provide additional traffic lanes. Approximately 12.0 route-miles, or about 3 percent, are recommended system expansion projects, or new arterial facilities. Facilities shown in orange on Map 1 represent those facilities where it is recommended that right-of-way be reserved to accommodate a potential future improvement to provide additional traffic carrying capacity. Based upon Commission staff analyses, these are facilities where future traffic volumes may be expected to approach, but not exceed, their design capacity by the year 2035.

### **Current Jurisdictional Responsibility Recommendations for Racine County**

Map 2 displays the current Racine County jurisdictional highway system plan, which reflects the above functional improvement recommendations. The jurisdictional highway plan currently includes year 2035 jurisdictional responsibility recommendations, which were extended from the year 2020 Racine County jurisdictional highway system plan as part of the preparation of the year 2035 regional transportation plan. Map 3 displays the changes in planned jurisdictional responsibility attendant to the year 2035 jurisdictional responsibility recommendations.

### **Year 2035 Regional Transportation Plan Recommendations**

The current year 2035 functional improvement and jurisdictional responsibility recommendations for the Racine County arterial street and highway system were developed as part of the preparation of the year 2035 regional transportation plan. The year 2035 regional transportation plan includes five plan elements: public transit, bicycle and pedestrian, travel demand management (TDM), transportation systems management (TSM), and arterial streets and highways. The regional transportation plan was designed to serve the planned development pattern of the year 2035 regional land use plan. The process for developing the year 2035 regional transportation plan began with consideration and development of the TDM, TSM, bicycle and pedestrian, and public transit elements of the plan. The process concluded with consideration of arterial street and highway improvement and expansion projects to address the residual highway traffic volumes and attendant traffic congestion expected in the design year of the plan.

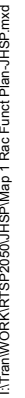
The year 2035 regional transportation plan was reviewed and updated in 2010 and 2014. As part of these updates, the Commission reviewed the plan implementation of all the elements of the plan, the plan forecasts, system performance, and plan costs and available revenues. Potential amendments to the plan were also considered as part of the plan updates. The five plan elements, as updated in 2014, are summarized below.

#### ***Public Transit***

Public transit is considered a vital element of the regional transportation plan, providing an alternative mode of travel in heavily travelled corridors within and between the Region's urban areas and in the Region's densely developed urban communities and activity centers. The plan recommends a near doubling of transit services by the year 2035, with implementation dependent upon the State's continued commitment to funding transit facilities and services, and upon attaining dedicated local funding for public transit. A regional transit authority, if created, could also greatly aid in implementation. The public transit element of the regional transportation plan is graphically summarized on Map 4 and includes the following aspects:

- ***Rapid Transit:*** recommended rapid transit services would principally consist of buses operating over freeways that connect the Milwaukee central business district, the urbanized areas of the Region, and the urban centers and outlying counties of the Region. Under the plan, rapid transit services would operate in both directions during all periods of the day and evening, thereby providing both traditional and reverse commuting services. The frequency of service provided would be every 10 to 30 minutes in weekday peak travel periods, and every 30 to 60 minutes in weekday off-peak periods and on weekends. Commuter

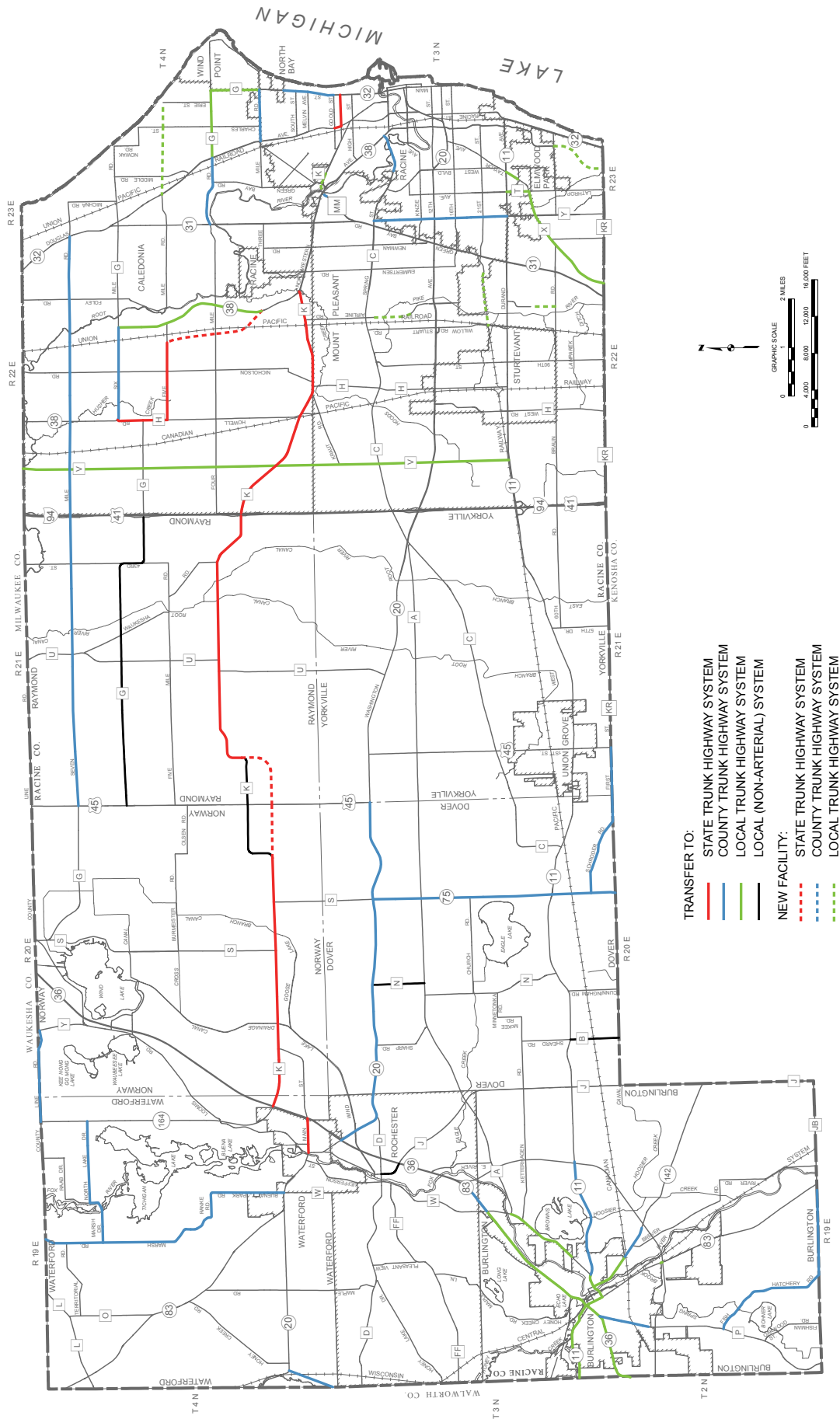
## Map 1



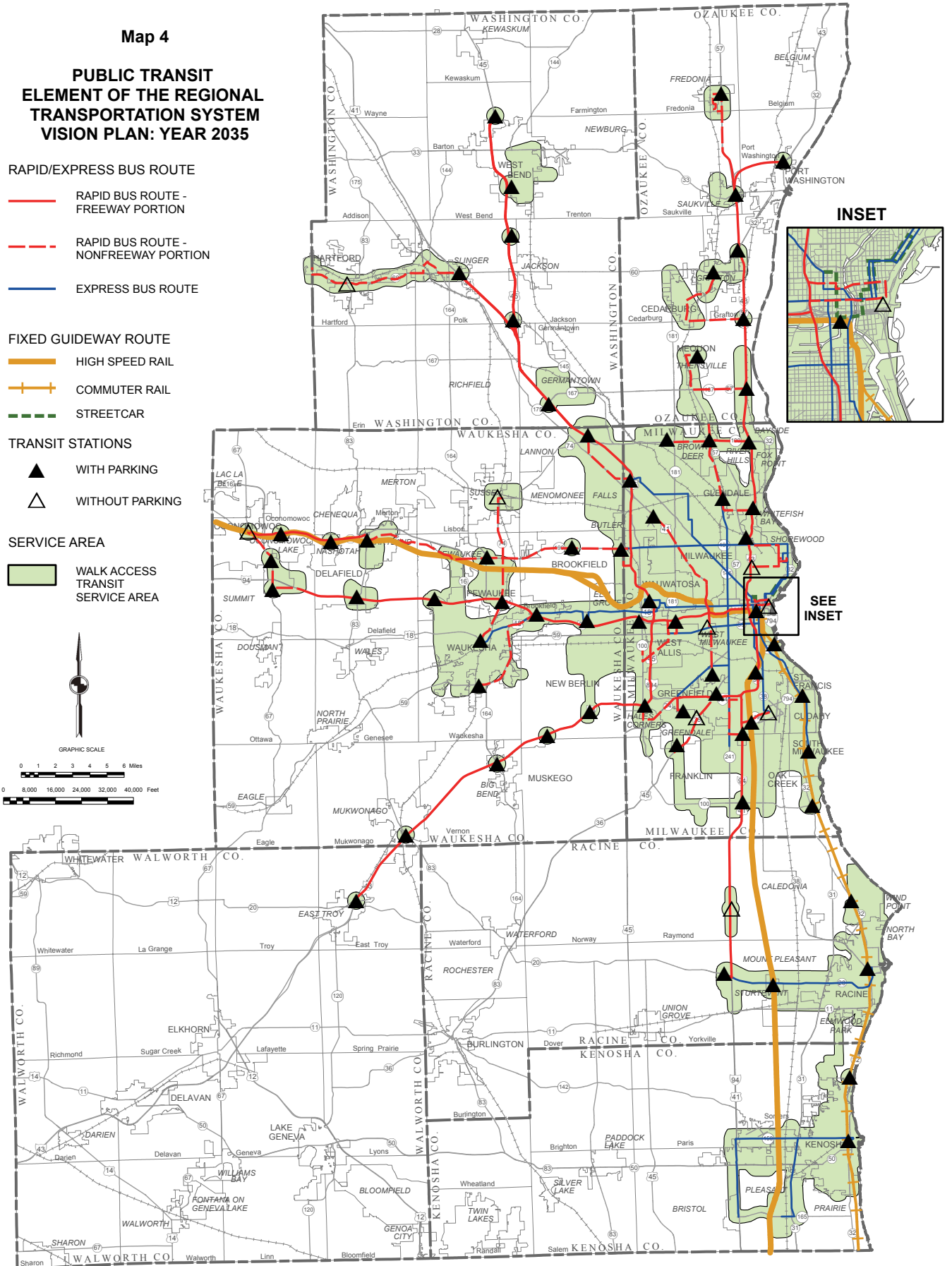
## Map 2



Map 3  
CHANGES IN PLANNED JURISDICTIONAL RESPONSIBILITY UNDER THE CURRENT  
JURISDICTIONAL HIGHWAY SYSTEM PLAN FOR RACINE COUNTY: 2035







rail rapid transit services are recommended to be provided between Milwaukee, Racine, and Kenosha, connecting to the Chicago area through the existing Chicago-Kenosha Metra commuter rail service, providing traditional and reverse commuting services in this travel corridor. The plan also identifies conceptual commuter rail alignments in heavily travelled corridors of the Region that should be further studied for potential implementation.

- *Express Transit*: recommended express transit services would consist of a grid of limited-stop, higher-speed bus routes located largely within Milwaukee County that would connect major employment centers, shopping centers, and other major activity centers. These express transit services would operate in both directions during all periods of the day and evening to serve both traditional and reverse commuters. The frequency of service would be about every 10 minutes during weekday peak travel periods, and about every 20 to 30 minutes during weekday off-peak periods and on weekends. The plan also proposes that the eventual upgrading of these routes to fixed guideways—including the construction of bus guideways and/or light rail/streetcar lines—be considered on a corridor-by-corridor basis.
- *Local Transit*: significant improvements and expansion in local bus transit services over arterial and connector streets throughout the Kenosha, Milwaukee, and Racine urbanized areas are also recommended in the plan. These recommendations include expansion of service areas and hours, and significant improvements in the frequency of local service, particularly on major routes.
- *Paratransit*: consistent with the Federal Americans with Disabilities Act of 1990, the plan recommends that complementary paratransit services be provided to serve people with disabilities who are unable to access and use fixed-route transit services.
- *Intercity Rail*: the plan includes improvements to the existing Hiawatha Amtrak train service between Milwaukee and Chicago and the extension of similar service to Minneapolis-St. Paul, with trains reaching maximum speeds of 110 miles per hour.

### ***Bicycle and Pedestrian***

The regional transportation plan proposes the safe accommodation of bicycle and pedestrian travel on streets and highways, while encouraging such travel as an alternative to personal vehicle travel. The plan recommends that, as each segment of the surface arterial street system in the Region is resurfaced, reconstructed, or newly constructed, bicycle accommodations be considered and—if feasible—implemented through bicycle lanes, widened outside travel lanes, widened shoulders, or separate bicycle paths. This element of the regional transportation plan also recommends that a 548-mile system of off-street bicycle paths be provided to serve the urbanized areas and larger cities and villages throughout the Region. About 250 miles of this planned off-street system exist today (see Map 5). The pedestrian facilities recommendation consists of a set of policies and a series of recommendations and guidelines proposed to be followed in implementing such policies.

### ***Transportation Systems Management***

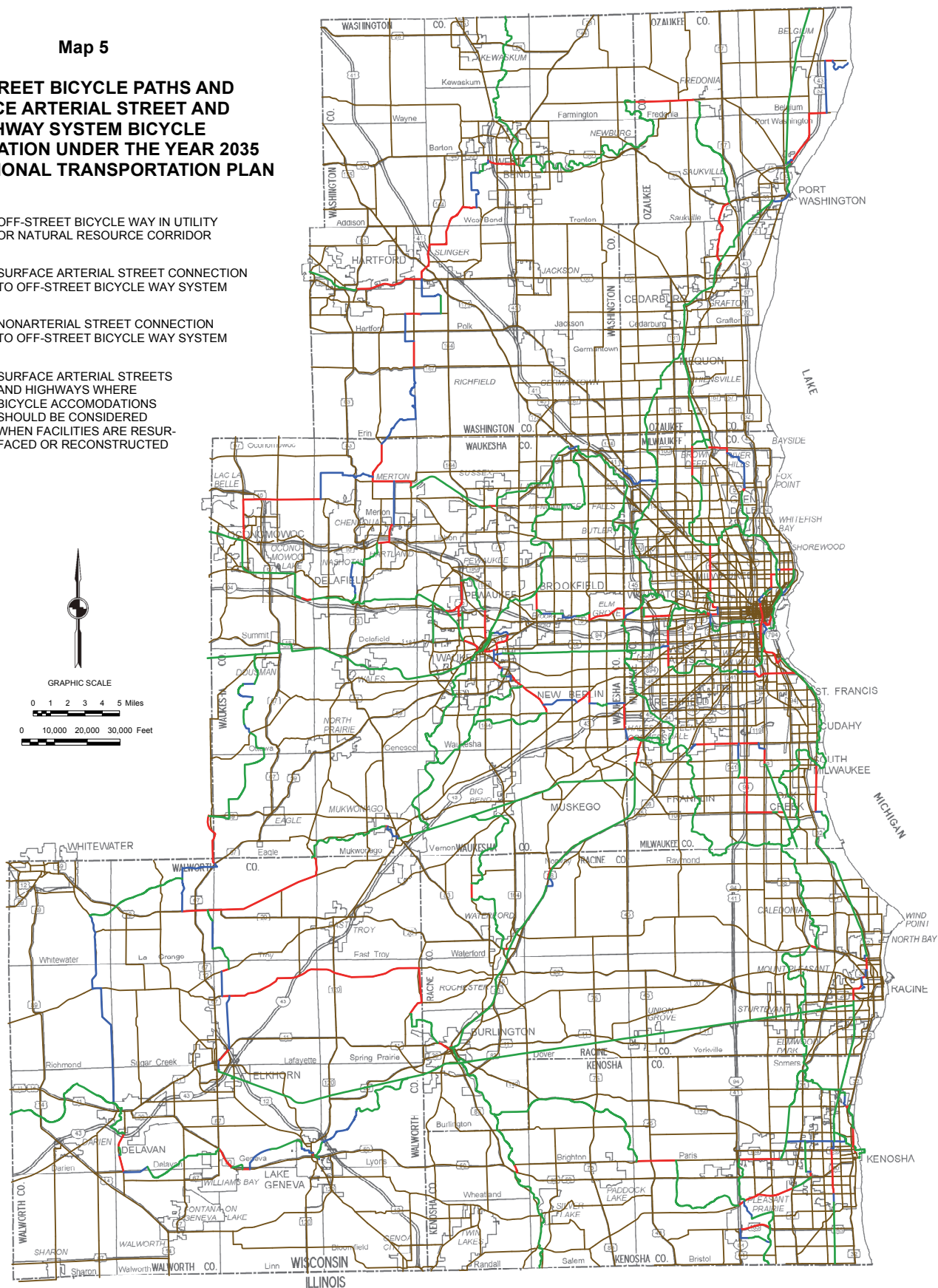
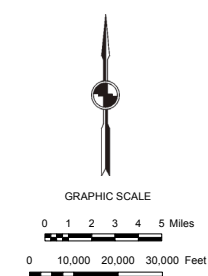
The regional transportation plan includes a series of measures aimed at managing and operating existing transportation facilities to their maximum carrying capacity and travel efficiency. The TSM plan element includes the following aspects:

- *Freeway Traffic Management*: freeways carry about one-third of all daily travel in the Region, and thus warrant a significant management effort to ensure their optimum utilization. Recommended freeway traffic management measures include operational control, advisory information, and systems management. The plan also recommends a traffic operations center supporting these measures, which is operated by WisDOT.
  - *Operational Control*: the plan specifies a number of measures to improve freeway operations by monitoring operating conditions and controlling freeway traffic. These measures include embedded traffic detectors, freeway on-ramp meters, and a set of ramp meter control strategies.

Map 5

**OFF-STREET BICYCLE PATHS AND  
SURFACE ARTERIAL STREET AND  
HIGHWAY SYSTEM BICYCLE  
ACCOMODATION UNDER THE YEAR 2035  
VISION REGIONAL TRANSPORTATION PLAN**

- OFF-STREET BICYCLE WAY IN UTILITY  
OR NATURAL RESOURCE CORRIDOR
- SURFACE ARTERIAL STREET CONNECTION  
TO OFF-STREET BICYCLE WAY SYSTEM
- NONARTERIAL STREET CONNECTION  
TO OFF-STREET BICYCLE WAY SYSTEM
- SURFACE ARTERIAL STREETS  
AND HIGHWAYS WHERE  
BICYCLE ACCOMODATIONS  
SHOULD BE CONSIDERED  
WHEN FACILITIES ARE RESUR-  
FACED OR RECONSTRUCTED





## Attachment A

- *Advisory Information*: providing updated information to motorists helps achieve the efficient use of the freeway system. The plan includes the provision of permanent variable message signs; the maintenance of a website identifying current travel times and delays and views of traffic congestion maps; and the extensive provision of traffic information to the media and through automated messages available to the dial-in public.
- *Incident Management*: incident management measures set forth in the plan are aimed at the timely detection, confirmation, and removal of freeway incidents. Such measures include closed-circuit television cameras providing live video images to system management and law enforcement personnel, a relatively dense system of reference markers allowing motorists to specify incident locations, the provision of off-line crash investigation sites, the provision of automated ramp closure devices, and the provision of freeway service patrols to rapidly remove disabled vehicles and aid disabled motorists.
- *Surface Arterial Street and Highway Traffic Management*: a number of recommendations are included in the regional transportation plan to improve the operation of the regional surface arterial street and highway network. These recommendations attempt to maximize the efficient use of that network and, where possible, avoid significant capital expenditures. The recommendations include coordinated traffic signal systems to provide for the efficient progression of traffic; intersection improvements, including adding right- and/or left-turn lanes and intersection traffic control improvements; implementation of curb-lane parking restrictions to provide additional peak period traffic carrying capacity; improved management of access to arterial streets from adjacent parcels; and enhanced advisory information for motorists along key routes.
- *Major Activity Center Parking Management and Guidance*: the plan recommends that traffic operation conditions at major activity centers, such as the Milwaukee central business district, be improved by reducing the traffic circulation of motorists seeking parking spaces. Recommended measures relate to providing motorists with real-time information about available parking through strategically located message signs and Internet updates.

### ***Travel Demand Management***

The plan identifies measures that could be taken to reduce personal and vehicular travel or to shift such travel to alternative times and routes, thereby allowing for more efficient use of the existing capacity of the transportation system. In addition to the public transit and pedestrian and bicycle plan element recommendations noted above, the TDM plan element includes the following aspects:

- Preferential treatment of high-occupancy vehicles
- Provision of park-ride lots
- Transit pricing measures
- Provision of transit information (including real-time information) and marketing
- Personal vehicle pricing actions
- Travel demand management promotion
- Detailed site-specific neighborhood and major activity center land use plans

### ***Arterial Streets and Highways***

The arterial street and highway element of the year 2035 regional transportation plan as amended, and adjusted to account for plan implementation through 2014, totals 3,662 route-miles. The plan recommends that approximately 89 percent, or 3,274 of these route-miles, be resurfaced and reconstructed with no additional capacity. Approximately 310 route-miles, or 9 percent of the total system, are recommended for widening upon reconstruction to provide additional through traffic lanes, including 114 miles of freeways. The remaining 78 route-miles, or about 2 percent of the total arterial street mileage, are proposed new arterial facilities. Thus, the plan recommends over the next 20 years a capacity expansion of 11 percent of the total arterial system, and—viewed in terms of added lane-miles of arterials—about a 9 percent expansion over the next 20 years.

The 114 miles of freeway widening proposed in the plan, and in particular the 18 miles of widening in the City of Milwaukee (IH 94 between the Zoo and Marquette interchanges and IH 43 between the Mitchell and Silver Spring interchanges), would undergo preliminary engineering and environmental impact statement preparation by WisDOT. During preliminary engineering, alternatives would be considered, including rebuild-as-is, various options of rebuilding to modern design standards, compromises to rebuilding to modern design standards, rebuilding with additional lanes, and rebuilding with the existing number of lanes. Only at the conclusion of the preliminary engineering process would a determination be made as to how a freeway segment would be reconstructed.

As mentioned previously in this memorandum, the regional transportation plan also includes jurisdictional responsibility recommendations for each segment of the regional arterial street and highway network. Such recommendations are developed on a county-by-county basis and are intended to provide for the efficient development and management of the arterial street and highway system. This would help to ensure that public resources are effectively invested in the provision of highway transportation, and that the costs associated with plan implementation are equitably borne among the levels and agencies of government concerned.

### **Available Funding for the Year 2035 Regional Transportation Plan**

As part of the 2014 review and update of the year 2035 regional transportation plan, the estimated 2035 plan costs were compared to revenues expected to be available over the remaining 20 years of the plan. In 2014, the existing, and outlook for future, available revenue is far more constrained than it was in 2005 during development of the year 2035 regional transportation plan and in 2010 during its first update. As a result, it was no longer possible to conclude with the 2014 plan update that the plan was reasonably consistent with existing and reasonably expected revenues and the current limitations of those revenues. As such, it was necessary to consider the year 2035 plan as a “vision” plan, outlining the desirable transportation plan to address the current and future needs of the Region. It was further necessary to identify a “fiscally-constrained” year 2035 regional transportation plan which includes those elements of the 2035 plan which can be achieved within the restrictions of the amounts and limitations of existing and reasonably expected revenues.

The gap in funding between the vision plan and fiscally-constrained plan affects implementation of both highway and transit projects identified in the vision plan. The implications of the funding gap for the highway element differs from the transit element as highway expenditures are largely capital expenditures and transit expenditures are largely operating expenditures. The effect on the highway element is a deferral or delay in capital projects being implemented, specifically a reduction in the amount of freeway that can be reconstructed and the amount of surface arterials that can be reconstructed with additional traffic lanes or newly constructed by the year 2035. The principal effect on the transit element is a lack of the transit improvement and expansion identified under the vision plan, and as well reductions in current transit service and an increase in transit fares above inflation.

Under the fiscally constrained plan, 90 miles of freeway reconstruction recommended under the vision plan, including 87 miles of freeway widening, would not be expected to be implemented by the year 2035 based on the cost of these improvements compared to existing and reasonably expected revenues. All of the surface arterial capacity expansion recommended in the vision plan is included in the fiscally-constrained plan, with the exception of the planned extension of the Lake Parkway between Edgerton Avenue and STH 100 in Milwaukee County. These reductions would result in approximately 90 percent, or 3,301 of the total 3,656 route-miles, of the planned arterial street and highway system being recommended to be resurfaced and reconstructed to their same capacity under the fiscally-constrained year 2035 plan. Approximately, 283 route-miles, or 8 percent of the total year 2035 arterial street and highway system are recommended for widening as part of their reconstruction to provide additional through traffic lanes. The remaining 72 route-miles, or about 2 percent of the total arterial system mileage, are proposed new arterial facilities. The proposed arterial street and highway capacity improvements—both freeway and surface arterial—under the recommended fiscally-constrained regional transportation plan are shown on Map 6.

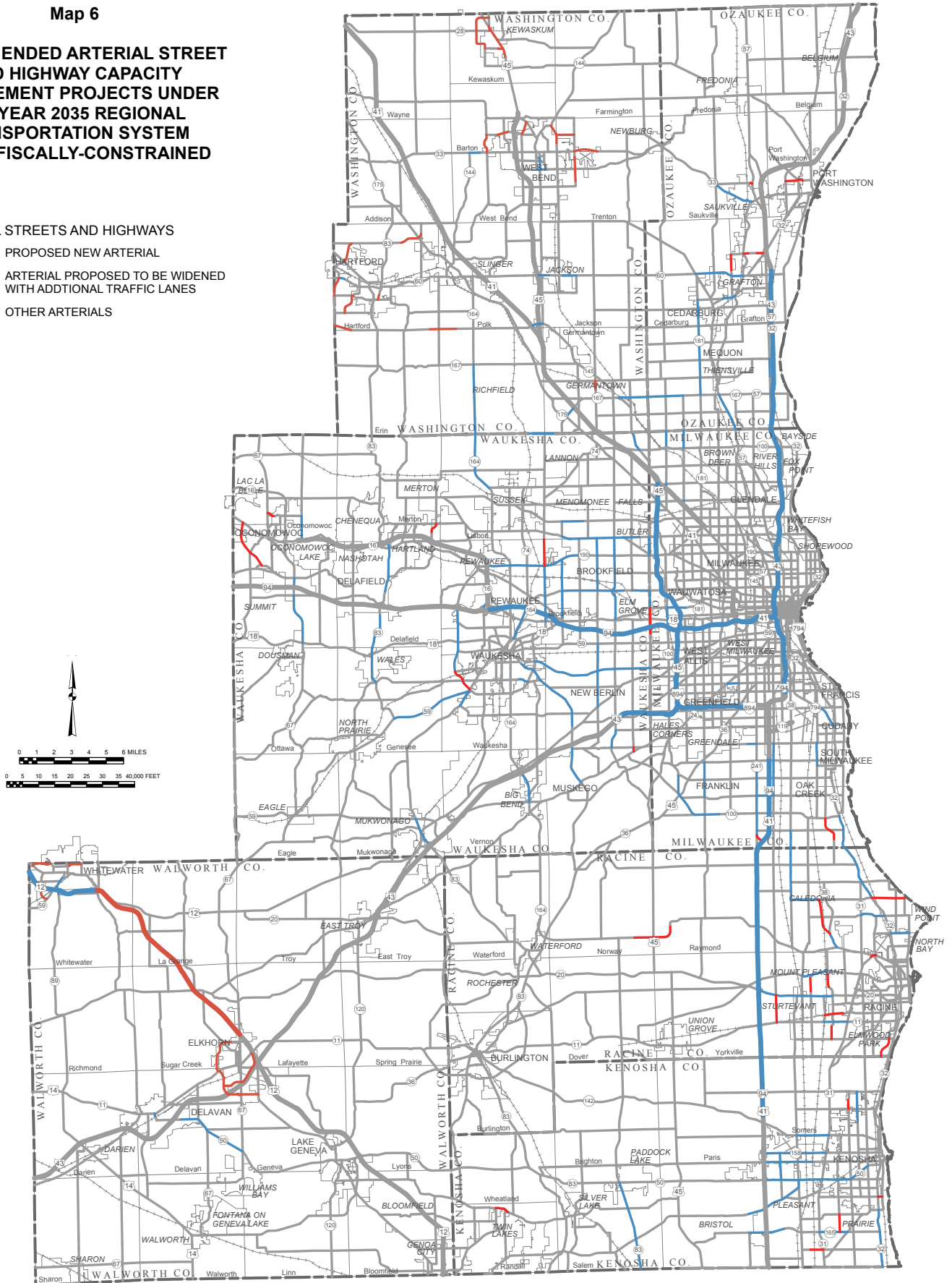
The principal effect on the transit element is a lack of the transit improvement and expansion identified under the 2035 plan, with the exception of the implementation of the City of Milwaukee and City of Kenosha streetcar projects, along with about an 11 percent reduction from current transit service levels and an estimated average

## Map 6

**RECOMMENDED ARTERIAL STREET  
AND HIGHWAY CAPACITY  
IMPROVEMENT PROJECTS UNDER  
THE YEAR 2035 REGIONAL  
TRANSPORTATION SYSTEM  
PLAN: FISCALLY-CONSTRAINED**

## ARTERIAL STREETS AND HIGHWAYS

-  PROPOSED NEW ARTERIAL  
 ARTERIAL PROPOSED TO BE WIDENED WITH ADDITIONAL TRAFFIC LANES  
 OTHER ARTERIALS



Source: SEWRPC

I:\Tran\WORK\RTSP2050\JHSP\Map 6 Capacity Expansion Fiscally Constrained.mxd

## Attachment A

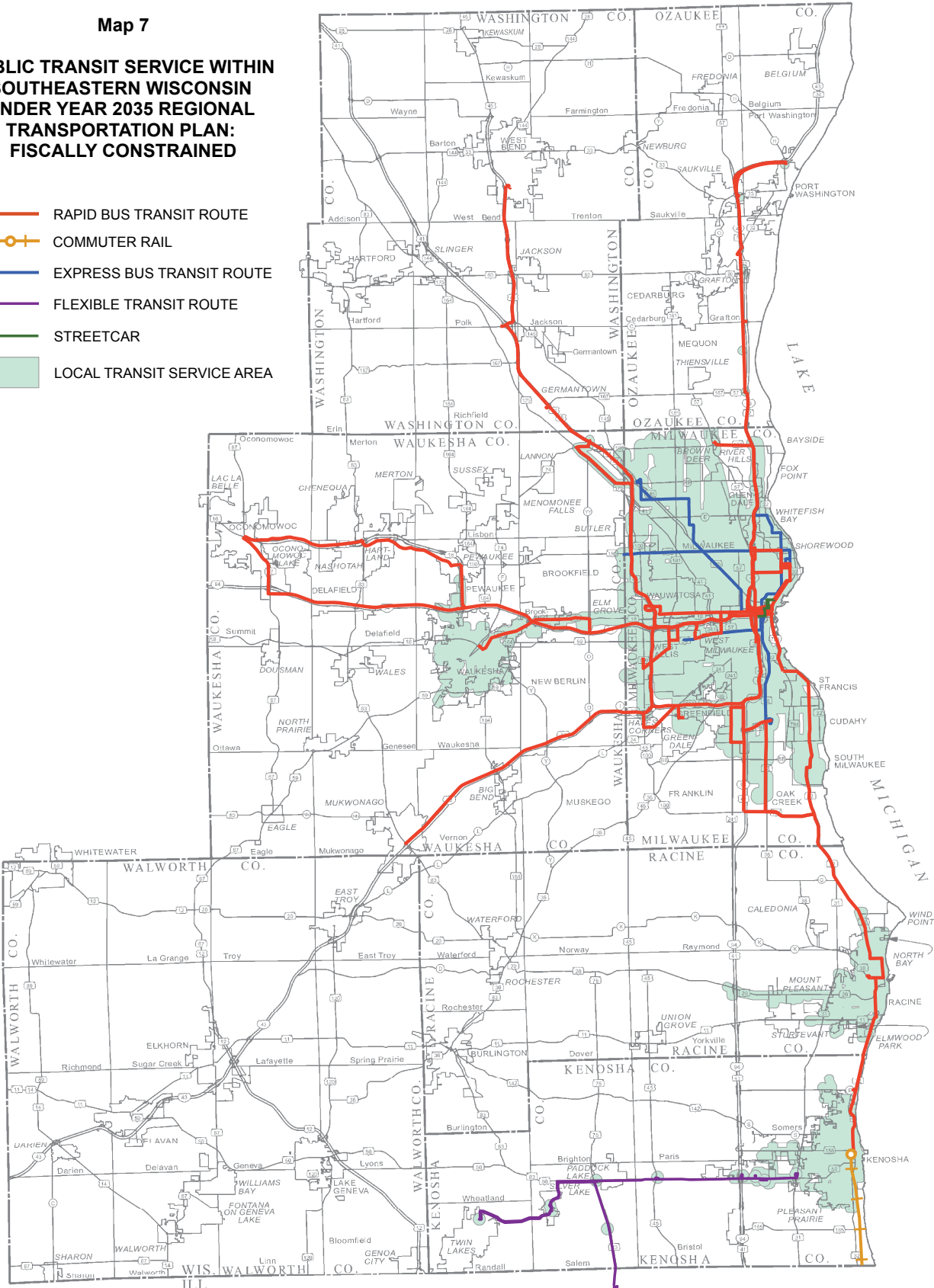
annual increase in transit fares above the rate of inflation. The 11 percent reduction in transit service levels from existing service levels would be expected to be achieved through reductions in service frequency. Map 7 shows the transit system in the fiscally-constrained year 2035 regional transportation plan, which essentially reflects the existing routes and service areas for the Region's public transit systems.

\* \* \*

KRY/RWH/EDL  
#222916 v2 (PDF: #222991)  
01/12/15

**Map 7**  
**PUBLIC TRANSIT SERVICE WITHIN**  
**SOUTHEASTERN WISCONSIN**  
**UNDER YEAR 2035 REGIONAL**  
**TRANSPORTATION PLAN:**  
**FISCALLY CONSTRAINED**

- RAPID BUS TRANSIT ROUTE
- +— COMMUTER RAIL
- EXPRESS BUS TRANSIT ROUTE
- FLEXIBLE TRANSIT ROUTE
- STREETCAR
- LOCAL TRANSIT SERVICE AREA



Source: SEWRPC





Attachment B  
**City of Racine**

City Hall  
730 Washington Ave.  
Racine, WI 53403  
[www.cityofracine.org](http://www.cityofracine.org)

**Certified Copy**

**Resolution: Res.14-0439**

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**File Number: Res.14-0439**

Resolution of the Common Council of the City of Racine Relative to the Enhancement of Access to the Racine Central Business District and Environs

WHEREAS, the central business district of the City of Racine and its environs, lying on the shoreline of Lake Michigan, contains within its area key centers of activity important to residents not only of the City of Racine, but the entirety of Racine County, including the downtown shopping district, the Racine County Courthouse and Racine City Hall, the Racine Small Boat Harbor, and cultural facilities such as the Racine Art Museum and Zoo; and

WHEREAS, the City of Racine is engaged in land use redevelopment efforts in the central City area, including the Root River Waterfront; and WHEREAS, downtown Racine lies approximately nine miles east of IH-94; and

WHEREAS, safe, efficient, and rapid, ready highway access to the central Racine area is critical to the ultimate success of that area; and

WHEREAS, at the present time rapid, ready access to the central Racine area is impeded by a lack of traffic carrying capacity as well as excessive marginal land access to key arterial street and highway facilities that lead to that area; and

WHEREAS, it would be desirable to set in motion a cooperative transportation planning process to address ways in which these impediments to rapid, ready access to the downtown Racine area can be addressed.

NOW, THEREFORE, BE IT HEREBY RESOLVED:

FIRST: That the City Commissioner of Public Works work cooperatively with the Southeastern Wisconsin Regional Planning Commission and that Commission's Advisory Committee on Regional Transportation System Planning and Advisory Committee on Racine County Jurisdictional Highway System Planning, in an effort to identify ways in which more rapid, ready access to the central Racine area can be provided, all with a view toward the promulgation of system planning level recommendations in a forthcoming new regional transportation plan scheduled for completion in 2015.

SECOND: That the City Commissioner of Public Works, upon completion of the regional plan, develop and submit to the Common Council a proposal to refine and detail the traffic access improvement ideas identified in the regional plan, all with a view toward preparing a specific action plan and implementation program for consideration by the Common Council, Racine County, and neighboring cities and villages within the greater Racine area.

The foregoing resolution, upon motion duly made and seconded, was adopted by the Common Council of the City of Racine on the 5<sup>th</sup> day of November 2014, with the vote being 13 ayes; 0 nays.



I, Vikki L. Zuehlke Asst. City Clerk, certify that this is a true copy of Resolution No. Res.14-0439, passed by the Common Council on 11/5/2014.

**Attest:**

  
**Vikki L. Zuehlke**

November 14, 2014  
**Date Certified**