

Minutes of the Twelfth Joint Meeting of the

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

DATE: August 19, 2015

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

Robert J. Bauman Alderman, City of Milwaukee

Brian Bliesner (alternate for Sheri Schmit) Project Chief, Southeast Region,
Wisconsin Department of Transportation

John Budzinski Secretary's Director, Southeast Region,
Wisconsin Department of Natural Resources

Andy M. Buehler Director, Division of Planning and Development, Kenosha County

Harlan E. Clinkenbeard City Planner, City of Pewaukee

Daniel F. Ertl Director of Community Development, City of Brookfield

Vanessa Koster Planning Manager,
City of Milwaukee Department of City Development

Jeffrey B. Labahn Director, Community Development and Inspections, City of Kenosha

Bill Lochemes (alternate for Teig Whaley-Smith) Department of Transportation,
Milwaukee County

Maria Pandazi (alternate for Jennifer Andrews) City Planner, City of Waukesha

Mark Piotrowicz City Planner/Operations Manager, City of West Bend

John Rodgers (alternate for Brian Dranzik) Department of Transportation, Milwaukee County

Matthew Sadowski Interim Director, City of Racine Department of City Development

Sandy Scherer (alternate for Jason Fruth) Senior Planner,
Waukesha County Department of Parks and Land Use

Debora Sielski Deputy Planning and Parks Administrator,
Manager of Planning Division, Washington County

Committee on Regional Transportation System Planning

Julie Anderson Director of Public Works and Development Services, Racine County

Bruce Barnes (alternate for Allison M. Bussler) Traffic Engineer,
Waukesha County Department of Public Works

Brian Bliesner (alternate for Sheri Schmit) Project Chief, Southeast Region,
Wisconsin Department of Transportation

Kevin M. Brunner Director of Central Services, Walworth County Public Works Department

Committee on Regional Transportation System Planning (continued)

John Budzinski..... Secretary's Director, Southeast Region,
Wisconsin Department of Natural Resources
David Cox Village Administrator, Village of Hartland
Paulina de Haan (alternate for Jennifer Gonda) Legislative Fiscal Manager, City of Milwaukee
Jon Edgren (Bob Dreblow) Assistant Director,
Ozaukee County Department of Public Works
Brian Engelking (alternate for Fred Abadi) Manager, Waukesha Metro Transit
Gary Evans Highway Engineering Division Manager,
Waukesha County Department of Public Works
Michael Friedlander (alternate for Bart Sponseller) Bureau of Air Management,
Wisconsin Department of Natural Resources
Thomas Grisa Director, Department of Public Works, City of Brookfield
T.J. Justice City Administrator and Director of Development, City of West Bend
Nik Kovac Alderman, City of Milwaukee
Michael G. Lewis City Engineer/Director of Public Works, City of West Allis
Michael Loughran (alternate for Ghassan Korban) Public Works Coordination Manager,
City of Milwaukee
James Martin (alternate for Andrea Weddle-Henning) Director of Operations,
Department of Transportation, Milwaukee County
Jeff Polenske City Engineer, City of Milwaukee
William Porter Director of Public Works, City of Wauwatosa
John Rodgers (alternate for Brian Dranzik) Senior Manager of Grant Compliance,
Department of Transportation, Milwaukee County
William D. Sasse Director of Engineering, Village of Mt. Pleasant
Scott M. Schmidt Interim Highway Commissioner,
Washington County Highway Department
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
Jeff Sponcia (alternate for Daniel Boehm) Transit Planner, Milwaukee County Transit System
Brian Udovich Operations Manager, Jefferson County Highway Department
Dennis Yaccarino Senior Budget and Policy Manager, Budget and Management Division,
Department of Administration, City of Milwaukee

Guests and Staff Present

Jeff Bauer CH2M Hill
Peter Daniels Principal Design Engineer, City of West Allis
Mike Ernst GAI Consultants Inc.
Dennis Grzezinski Law Office of Dennis Grzezinski
Michael G. Hahn Deputy Director, SEWRPC
Christopher Hiebert Chief Transportation Engineer, SEWRPC
Andrew Levy Urban and Regional Planner – Freight Transportation,
Southeast Region, Wisconsin Department of Transportation
Eric D. Lynde Principal Transportation Planner/Engineer, SEWRPC
Benjamin R. McKay Principal Planner, SEWRPC
Kevin J. Muhs Principal Transportation Planner, SEWRPC

Guests and Staff Present (continued)

Asadur Rahman..... Lead Worker, Traffic Forecasting Section,
Wisconsin Department of Transportation
David A. Schilling Chief Land Use Planner, SEWRPC
Kerry Thomas Executive Director, MetroGo!
Mike Treazise..... Project Manager, Southeast Region,
Wisconsin Department of Transportation
Charlie Webb CH2M Hill
Kenneth R. Yunker Executive Director, SEWRPC

CALL TO ORDER

Ms. Anderson 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. Ms. Anderson 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 APRIL 22, 2015

Ms. Anderson asked if there were any questions or comments on the April 22, 2015, meeting minutes. There were none. On a motion by Mr. Cox seconded by Mr. Clinkenbeard, the April 22, 2015, the meeting minutes were approved unanimously.

DISCUSSION OF SCHEDULE AND LOCATION OF FUTURE JOINT ADVISORY COMMITTEE MEETINGS

Mr. Yunker noted that members of the Committees were provided a tentative schedule for future meetings in their meeting packets. Mr. Yunker noted that a meeting is being proposed by Commission staff for September 23, 2015, at 9:30 a.m. in the West Allis Common Council Chambers. Mr. Yunker requested that members of the Committees mark the date on their calendars and notify staff of any conflicts. He then noted that staff is also proposing to add monthly meeting dates through June 2016 to keep the VISION 2050 planning process on schedule. He stated that not all of the meetings may be needed, and notice will be provided so members of the Committees can remove a meeting from their calendars in the event staff determines a meeting will be unnecessary.

[Secretary's Note: Commission staff sent the following proposed meeting dates to members of the Committees following the August 19 meeting:

- October 21, 2015
- November 18, 2015
- December 16, 2015
- January 27, 2016
- February 24, 2016
- March 30, 2016
- April 27, 2016
- May 18, 2016
- June 8, 2016]

REVIEW AND CONSIDERATION OF THE WISCONSIN DEPARTMENT OF TRANSPORTATION (WISDOT) REQUEST TO AMEND THE FISCALLY-CONSTRAINED YEAR 2035 REGIONAL TRANSPORTATION SYSTEM PLAN

Ms. Anderson asked Mr. Yunker to review the proposed amendment to the fiscally-constrained year 2035 regional transportation system plan to reflect WisDOT's preferred alternative for the reconstruction of IH 94 between 70th Street and 16th Street. Mr. Yunker noted that members of the Committees received a staff memorandum titled "Proposed Amendment to the Adopted Year 2035 Regional Transportation Plan" in their meeting packets (see Attachment 1). Mr. Yunker stated that WisDOT has completed preliminary engineering and an environmental impact study for the reconstruction of the segment of IH 94 between 70th Street and 16th Street in Milwaukee County and selected a preferred alternative. He noted the identified purpose and need of the study was to address deteriorated pavement condition, obsolete roadway and bridge design, existing and future traffic demand, and high crash rates.

Mr. Yunker stated that WisDOT developed two alternatives addressing purpose and need, both involving reconstruction to modern design standards and with additional travel lanes to address existing and future traffic. Both alternatives would remove the interchange with General Mitchell Boulevard and retain access to General Mitchell Boulevard with new service ramps and connecting non-arterial roadways extending from the Stadium interchange. He then stated that one of the alternatives involved providing additional travel lanes between Hawley Road and General Mitchell Boulevard with a double deck structure. The other alternative is designed to reduce community impacts and construction cost by providing the additional travel lanes within the existing footprint with narrowed lanes and shoulders between Hawley Road and General Mitchell Boulevard and modifying the Hawley Road Interchange.

Mr. Yunker stated that the alternative providing the additional travel lanes within the existing footprint of IH 94 between Hawley Road and General Mitchell Boulevard was chosen by WisDOT as the preferred alternative after consideration of community impact, cost, and public comment. The proposed amendment to the year 2035 regional transportation plan would incorporate this preferred alternative. Mr. Yunker then stated that the specific amendment to the regional transportation plan that the Regional Transportation System Planning Advisory Committee is being asked to consider is the conversion of the Hawley Road interchange to a half interchange (providing IH 94 access to and from the west), and the removal of the General Mitchell Boulevard interchange and retaining access to General Mitchell Boulevard with new service ramps and connecting non-arterial roadways extending from the Stadium interchange. As part of the removal of the General Mitchell Boulevard interchange, General Mitchell Boulevard north of IH 94 would be considered a non-arterial roadway.

Mr. Yunker then noted the adopted year 2035 regional transportation plan recognizes that each transportation project would undergo preliminary engineering and environmental study. Such studies would necessarily analyze the costs, benefits and impacts of the alternatives considered for each project in greater detail than the regional transportation plan. In addition, preliminary engineering and environmental study necessarily includes input from the public on the specific project. Based on this more detailed analysis of the proposed project and input by the public, final decisions are made by the responsible State, county, or municipal government as to whether and how a project will proceed to implementation at the conclusion of preliminary engineering. He stated that it has long been the practice of the Commission that should the responsible State, county, or municipal government determine upon preliminary engineering and environmental study and selection of a preferred alternative to implement a transportation project that is not recommended in the regional transportation plan, the Commission upon specific request of the responsible State, county, or municipal government will amend the plan to

incorporate that decision of that unit of government. He cited recent examples of the addition of the Kenosha-Racine-Milwaukee commuter rail to the regional plan, and the addition to the regional plan of the Lakefront Extension to the Milwaukee Streetcar.

The following comments and discussion points were made:

1. Mr. Polenske noted that the addition of the Lakefront Extension of the Milwaukee Streetcar to the year 2035 regional transportation plan was requested by the City of Milwaukee as part of a U.S. Department of Transportation TIGER grant application. He asked if there was a similar reason why WisDOT has requested this plan amendment at this time. He noted that there has not been a record of decision on the project. Mr. Yunker responded that it has been typical practice to consider amendment of the regional plan at the request of the project sponsor when a preferred alternative has been selected after completing preliminary engineering and an environmental impact study.
2. Mr. Clinkenbeard asked about the width of the narrowed travel lanes and shoulders proposed under the preferred alternative. Mr. Bliesner responded that standard travel lane widths are 12 feet and standard shoulder widths are 10 feet. Travel lane widths would be reduced to 11 feet and shoulder widths would be reduced to 2 feet between Hawley Road and General Mitchell Boulevard. He noted that it is necessary to reduce these widths to stay within the existing freeway footprint. He noted that the right-of-way is particularly narrow between Hawley Road and General Mitchell Boulevard because of the Wood National Cemetery and other cemeteries.
3. Mr. Grisa asked how the preferred alternative differs from the currently adopted regional transportation plan. Mr. Yunker responded that the only changes proposed by the amendment are the conversion of the Hawley Road interchange to a half interchange and the replacement of the General Mitchell Boulevard interchange with service ramps from the Stadium interchange and connecting non-arterial roadways.
4. Mr. Kovac stated that of the two alternatives being considered by WisDOT as the preferred alternative, he does prefer WisDOT's preferred alternative. He stated that City representatives have opposed the expansion of IH 94, and he would abstain from the vote on the amendment.

Ms. Anderson asked if there were any further questions or comments on the WisDOT request to amend the Year 2035 Regional Transportation System Plan. There were none. Ms. Anderson asked for a motion. Mr. Budzinski moved and Mr. Sasse seconded to approve WisDOT's request to amend the Year 2035 Regional Transportation System Plan with respect to the conversion of the Hawley Road interchange to a half interchange and the replacement of the General Mitchell Boulevard interchange with access to and from the Stadium interchange. The motion was approved with Mr. Porter voting no and City of Milwaukee representatives abstaining from the vote.

PRESENTATION BY COMMISSION STAFF ON THE TRAVEL SIMULATION MODELS FOR VISION 2050

Ms. Anderson asked Mr. Hiebert of the Commission staff to provide a presentation on the travel simulation models for VISION 2050. Members of the Committees were provided with a PowerPoint handout at the beginning of the meeting (the presentation is available on both Committee webpage on the [SEWRPC website](#)). The following comments and discussion points were made:

1. Mr. Kovac referred to slide seven and requested additional explanation regarding gravity models. Mr. Hiebert responded that a gravity model distributes trips from a traffic analysis zone (TAZ) to all other TAZs based on the attractiveness of a TAZ measured by the number of trip attractions in the TAZ, as well as, the physical separation between the TAZs. Friction factors are calibrated to measure the separation between TAZs based upon travel time, distance, and cost. Mr. Hiebert noted these factors in the fourth generation travel demand model (used for the year 2035 regional transportation system plan) included travel time and the cost of travel between zones. Mr. Hiebert added that a destination choice model allows the fifth generation travel demand model (developed for VISION 2050), to consider the number, as well as the quality, of transportation mode options to be included in determining the attractiveness of a travel analysis zone (TAZ). Mr. Yunker noted that a description of a gravity model is included in Chapter VI of the year 2035 regional transportation plan (available [here](#)). Mr. Kovac asked if wait times due to public transit service frequency are considered in the choice model. Mr. Hiebert responded that wait times are included in the choice model being used for VISION 2050.
2. Mr. Grisa asked how trips with multiple stops would be classified as home-based and non-home-based trips. Mr. Hiebert responded that the segments of those multiple-stop trips that begin or end at home would be home-based trips, and all other trip segments would be non-home-based trips.

Mr. Grisa asked if the model forecasts of travel conditions considers the effects of traffic crashes or of large events. Mr. Hiebert responded that average weekday conditions are typically forecast by the model. Mr. Yunker noted that the model could be applied to simulate travel and traffic for a variety of different conditions, included the effect of traffic crashes, large events, and weather conditions. He noted that the Commission has, for example, analyzed the effect of various freeway construction scenarios for WisDOT.
3. Mr. Buehler asked if trips starting outside the Region are considered by the model. Mr. Yunker responded that trips starting outside the Region are included by the model, although they represent a small proportion of the total Regional travel. Ms. Pandazi asked if the model can simulate varying levels of transit service. Mr. Yunker responded that one of the specific purposes of the model is to, forecast the effects of different levels of transit facilities and service.

Ms. Anderson asked if there were any further questions or comments regarding the travel simulation models for VISION 2050. There were none. Ms. Anderson noted that no action would be needed on this item. Mr. Yunker noted that members of the Committees will receive a technical report regarding the development of the travel simulation models for review at a future Joint Advisory Committee meeting.

PRESENTATION BY COMMISSION STAFF ON THE VISION 2050 ALTERNATIVE LAND USE AND TRANSPORTATION PLANS

Ms. Anderson asked Mr. McKay and Mr. Lynde of the Commission staff to provide a presentation on the VISION 2050 alternative land use and transportation plans. Members of the Committees were provided with a PowerPoint handout, packet of maps, and an example alternative plan criterion evaluation at the beginning of the meeting (these materials are available on both Committee pages through the [SEWRPC website](#)). The following comments and discussion points were made:

1. Mr. Justice referred to the incremental household maps and suggested the civil division boundaries be shown more clearly. Mr. Yunker stated that the maps would be revised and attached to the minutes (see Attachment 2).
2. Mr. Bauman asked if any freeway widenings are considered committed projects and included in each alternative. Mr. Yunker responded that committed projects would include those projects currently under construction, undergoing final engineering and design, or have a preferred alternative selected at the conclusion of preliminary engineering/environmental impact study. He added that committed projects are included in each alternative. Mr. Bauman asked for clarification as to whether a project needs to meet all three criteria to be considered a committed project. Mr. Yunker responded that a project only needs to meet one of the three criteria. Mr. Bauman noted that there is not a record of decision on WisDOT's preferred alternative for the reconstruction of IH 94 between 70th Street and 16th Street. Mr. Lynde noted that preliminary engineering and an environmental impact study have been completed, and a preferred alternative has been selected, so it is considered a committed project.
3. Mr. Bauman noted that the Milwaukee Streetcar is not shown on the alternative plan transit services maps, and asked whether it is considered a committed project. Mr. Lynde responded that the initial phase and Lakefront extension of the Milwaukee Streetcar are considered a committed project and included in each alternative. He then noted that the Milwaukee Streetcar is considered a local circulator transit service, and is included in the green local transit service area on the maps.
4. Mr. Bauman noted that bus rapid transit (BRT) service is proposed for Alternative Plans I and II. He added that what is called BRT can vary widely with respect to characteristics and construction cost. Mr. Muhs noted that the BRT service being proposed for Alternative Plans I and II would be similar to the Health Line in Cleveland (BRT running in the center of the street in exclusive lanes). Mr. Yunker stated that the VISION 2050 report will describe the costs and features associated with the proposed BRT service. He then noted that Commission staff is working with Milwaukee County to evaluate and design a potential BRT line between downtown Milwaukee and the Milwaukee Regional Medical Center in Wauwatosa. He noted that staff has prepared a special issue of the Commission newsletter that describes the functional elements of BRT as part of this effort, which was provided to members of the Committees (see Attachment 3).
5. Mr. Bauman suggested the alternative plans perhaps should not specify whether rapid transit corridors would be BRT or light rail to provide flexibility for identifying the specific technology in future detailed corridor studies. Mr. Yunker responded that this could be done; however, staff does need to make some assumptions to estimate costs. He noted that the proposed BRT and light rail lines are labeled as rapid transit lines on the alternative plan transit service maps. Mr. Bauman noted that implementing BRT would likely result in the loss of a travel lane or parking lane along BRT lines.
6. Mr. Grisa asked how the alternative plan evaluation will be conducted. Mr. Yunker responded that the alternative plans will be compared with respect to their performance on the four defined objectives and their approximately 50 criteria. This should permit examining the future implications of following recent land use and transportation trends, and the consequences of following different alternatives of greatly improved public transit and more compact, transit-oriented development. Mr. Yunker noted the two alternative plans I and II will be examined both

with and without highway improvements. Mr. Porter asked if the evaluation without highway improvements to address congestion will apply to intersection design improvements such as turn lanes. Mr. Hiebert responded that limitations will only apply to through traffic lanes.

7. Mr. Evans referred to the arterial street and highway element maps and suggested creating more contrast between the arterials proposed to be widened with additional traffic lanes (shown in blue) and the arterials which are not proposed for widening (shown in black). Mr. Lynde indicated staff would create more contrast and attach the revised maps to the minutes (see Attachment 4).
8. Mr. Evans asked how the evaluation of the alternative plans would lead to a preliminary recommended plan. Mr. Yunker responded that the preliminary recommended regional land use and transportation system plan could include some of the better elements of the alternatives, and could also include features that are not included in the alternative plans. Mr. Evans noted that he did not believe that some of the proposals in the alternative plans for Waukesha County would be acceptable to Waukesha County officials. Mr. Yunker responded that the purpose of developing and evaluating alternative plans is to show the consequences of a wide range of potential paths of future land use and transportation development.
9. Mr. Grisa noted that referring to one of the alternatives as “Trend” does not convey that it is a possible alternative. He suggested renaming them Alternative Plan I (Trend), Alternative Plan II, and Alternative Plan III. Mr. Bauman stated that public comment received during prior VISION 2050 outreach has indicated that following land use and transportation trends in the Region is not an acceptable alternative. Mr. Yunker noted that the purpose of the development and evaluation of the alternative plans is to demonstrate the implications in Southeastern Wisconsin of following different paths for future land use and transportation development. Mr. Bauman acknowledged that there may be some who may support the Trend; however, public input received through the VISION 2050 preference survey and public workshops held in Milwaukee County indicated strong opposition to the land use and transportation trends over the last 15 years that have occurred in the Region. Mr. Yunker reiterated that the objective of developing and evaluating a wide range of alternative land use and transportation plans is to allow consideration of the long term consequences of following different directions for land use and transportation development in the Region. He noted this evaluation could be expected to demonstrate those actions which would have desirable future impacts, and those which would have minimal or even a negative impact. He stated these findings should assist in the preparation of the preliminary recommended plan. He added that it should be clear from the public comment to date and the discussion at the Committee meetings, that there are different perspectives throughout the Region on land use development, transportation needs, and needed transportation improvements. To develop a plan which addresses the varied interests throughout the Region will require Committee members to accept a plan which both addresses their needs and the needs of others throughout the Region.

Mr. Clinkenbeard noted that the first regional land use and transportation planning process in the 1960s included an evaluation of alternatives that resulted in a hybrid of the best performing aspects of the alternatives.

10. Mr. Grisa referred to the bicycle network map for Alternative Plans I and II and expressed some concerns regarding the provision of on-street bicycle facilities on high-volume, high-speed arterials. He cited Capitol Drive in the City of Brookfield as an example. He asked whether the plan would provide recommendations or guidelines to address this issue. Mr. Lynde responded

that enhanced bicycle facilities are intended to improve safety and provide additional protection from traffic for users. Mr. Lynde noted that staff has developed a handout on enhanced corridors that could be useful in understanding the types of facilities, where they could be considered, and challenges associated with their implementation. He noted the handout would be provided to members of the Committees at a future meeting. Mr. Yunker added that staff will attempt to address the concern identified by Mr. Grisa as plan recommendations are being developed.

11. Mr. Grisa referred to slide 17 of the PowerPoint handout and noted that it only discusses evaluation of Alternative Plans I and II. He asked if the Trend will also be evaluated. Mr. Lynde responded that the Trend will be evaluated along with Alternative Plans I and II. He noted the focus of slide 17 is evaluation of Alternative Plans I and II, and in particular, noting that these two plans will be developed and evaluated with and without highway capacity expansion. He noted that the Trend would not be evaluated without highway expansion to address congestion because it is intended to represent a projection of recent land use development and transportation system development trends.
12. Mr. Evans asked if the alternatives will be reviewed by the Commission's county jurisdictional highway planning committees. Mr. Lynde responded that the county jurisdictional highway planning committees have been involved during the VISION 2050 process and will review the alternatives and their evaluation in order to provide input into preparation of a preliminary recommended plan.

PUBLIC COMMENTS

Ms. Anderson asked if there were any public comments. There were none.

ADJOURNMENT

Ms. Anderson noted the next Joint Advisory Committee meeting is scheduled for 9:30 a.m. on September 23, 2015, in the West Allis City Hall Common Council Chambers. Mr. Yunker noted that the September meeting is the only meeting date on the schedule and Commission staff will email a list of tentative monthly meeting dates through mid-2016 to members of the Committees. Ms. Anderson then thanked everyone for attending and asked for a motion to adjourn the meeting. Mr. Clinkenbeard moved and Mr. Sadowski seconded the motion to adjourn. The meeting was adjourned at 11:30 a.m.

Respectfully submitted,

Benjamin R. McKay
Recording Secretary

Attachment 1

SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

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MEMORANDUM

TO: Members of the Advisory Committee on Regional Transportation System Planning

FROM: Southeastern Wisconsin Regional Planning Commission staff

DATE: August 6, 2015

SUBJECT: PROPOSED AMENDMENT TO THE ADOPTED YEAR 2035 REGIONAL TRANSPORTATION PLAN

The Wisconsin Department of Transportation (WisDOT) has completed the preliminary engineering and environmental impact study for the reconstruction of the segment of IH 94 between 70th Street and 16th Street in Milwaukee County, and selected a preferred alternative. The purpose of the study was to address along this segment of IH 94 the deteriorated condition of the pavement, obsolete roadway and bridge design, existing and future traffic demand, and high crash rates. At the conclusion of this effort, WisDOT developed two alternatives addressing purpose and need for consideration as the preferred alternative, both involving the reconstruction of this segment of IH 94 to modern design standards and with additional travel lanes to address existing and probable future congestion, including modifying the Gen. Mitchell Interchange. One of the two alternatives involved providing additional travel lanes between Hawley Road and Gen. Mitchell Boulevard (where Wood National Cemetery and other cemeteries are located adjacent to the freeway) with a double deck structure. The other alternative is designed to reduce impacts and potential construction costs by providing additional travel lanes on this segment of IH 94 at-grade and within the existing footprint with narrowed lanes and shoulders between Hawley Road and Gen. Mitchell Boulevard, including modifying the Hawley Road Interchange. This alternative was chosen as the preferred alternative by WisDOT after careful consideration of community impact, cost and a community engagement process taking into account input by various stakeholders. The proposed amendment to the year 2035 regional transportation plan would incorporate this preferred alternative into the plan.

* * *

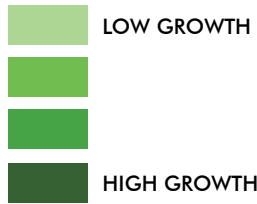
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Attachment 2

Map 1 (REVISED)

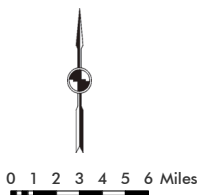
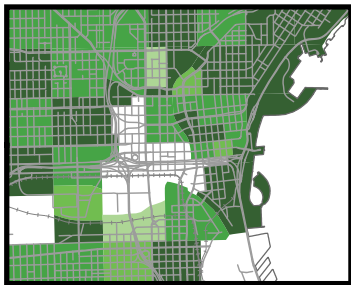
INCREMENTAL HOUSEHOLDS: TREND

HOUSEHOLD GROWTH

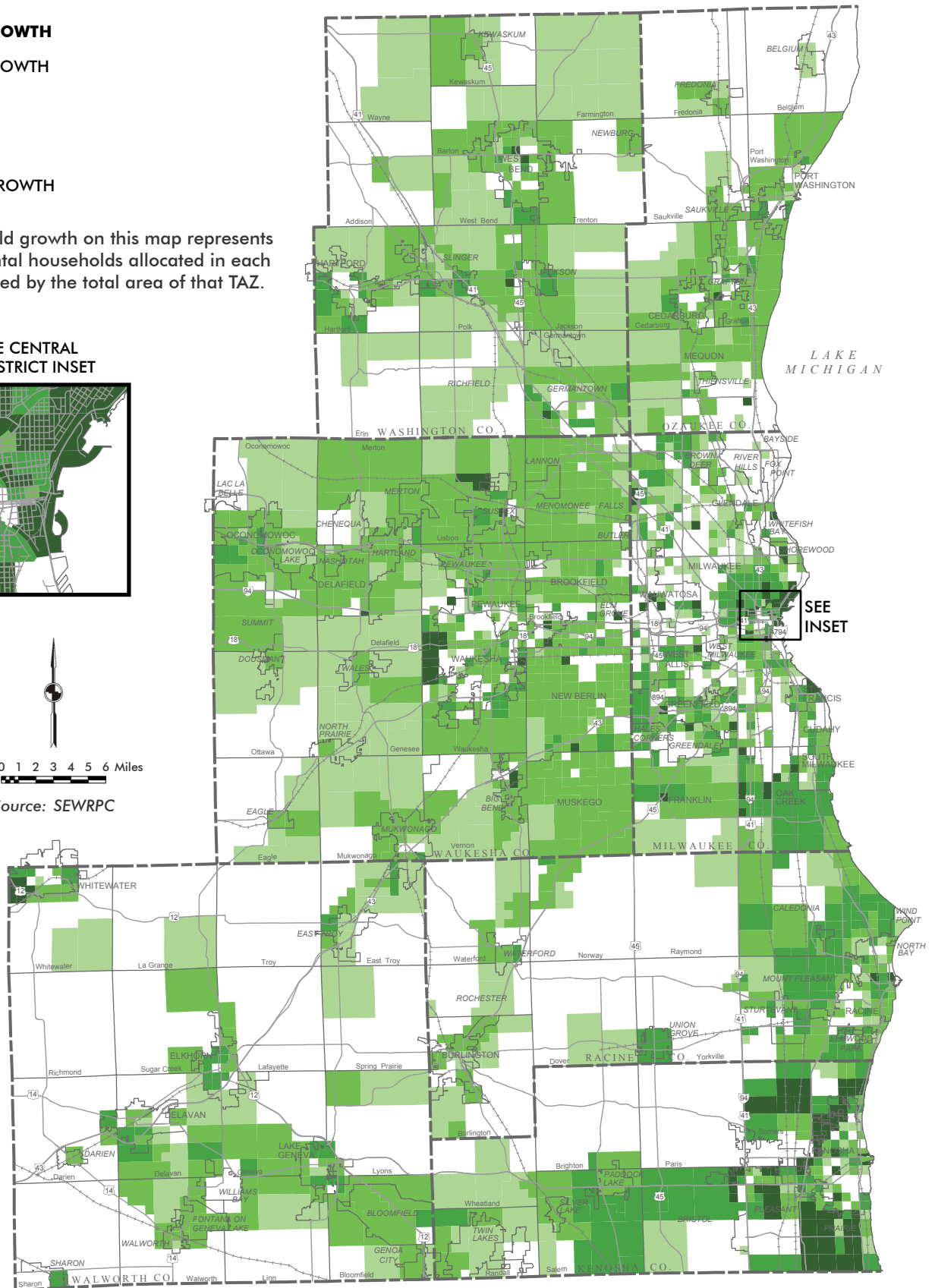


Note: Household growth on this map represents incremental households allocated in each TAZ divided by the total area of that TAZ.

MILWAUKEE CENTRAL BUSINESS DISTRICT INSET



Source: SEWRPC

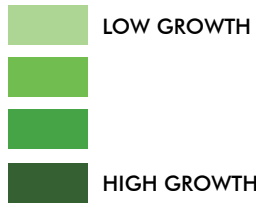


Attachment 2 (continued)

Map 3 (REVISED)

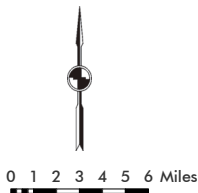
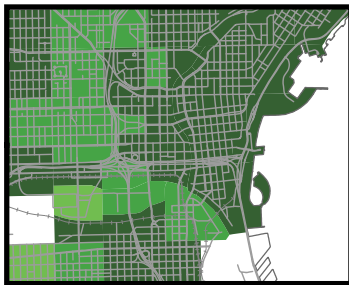
INCREMENTAL HOUSEHOLDS: ALTERNATIVE PLAN I

HOUSEHOLD GROWTH

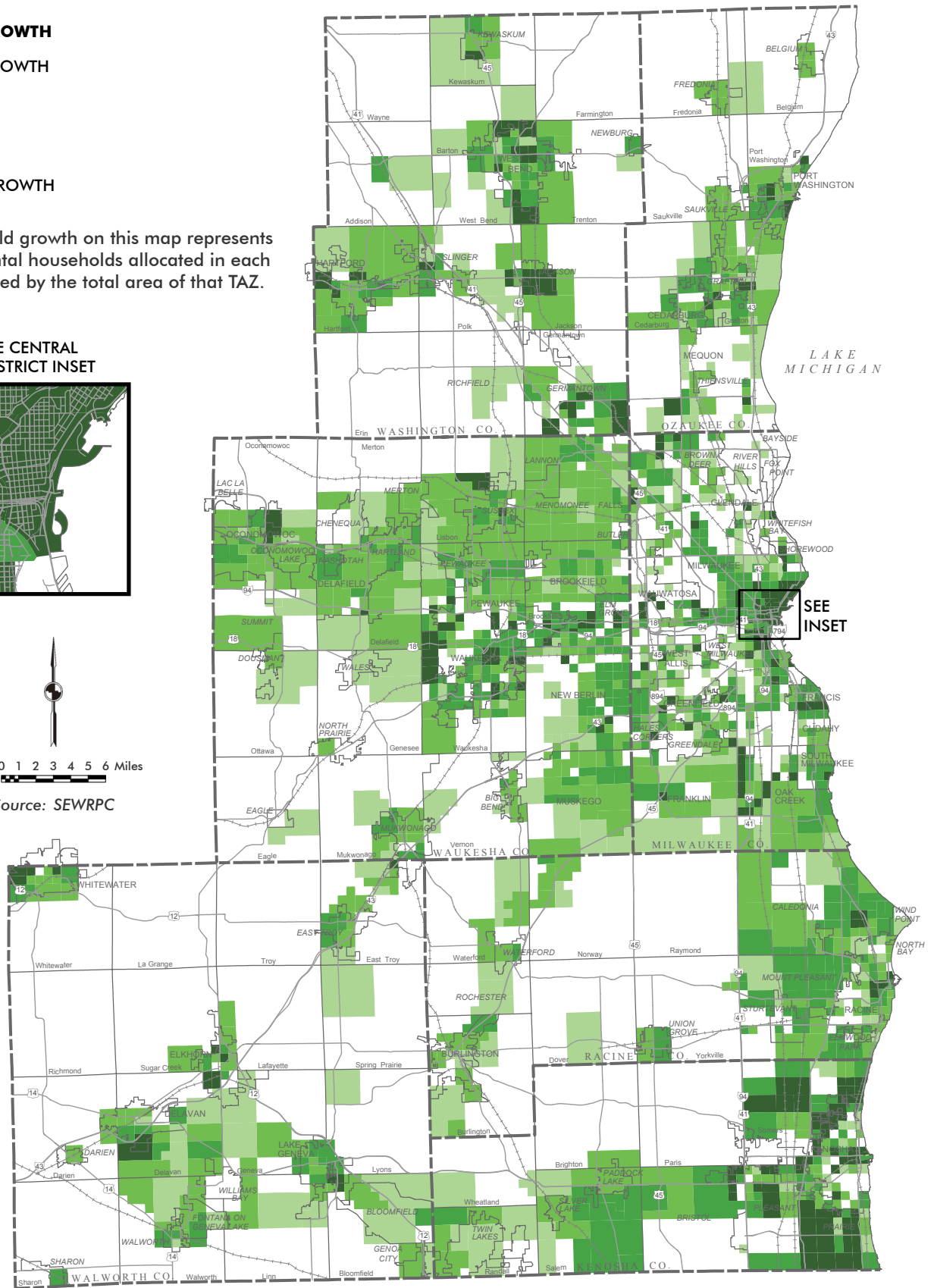


Note: Household growth on this map represents incremental households allocated in each TAZ divided by the total area of that TAZ.

MILWAUKEE CENTRAL BUSINESS DISTRICT INSET



Source: SEWRPC

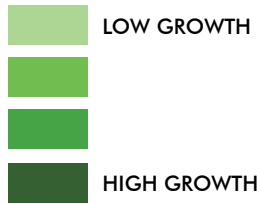


Attachment 2 (continued)

Map 5 (REVISED)

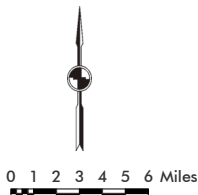
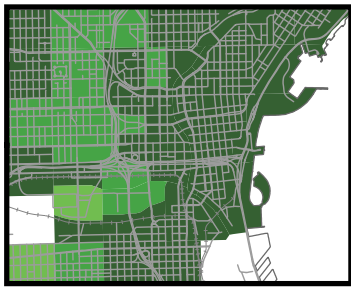
INCREMENTAL HOUSEHOLDS: ALTERNATIVE PLAN II

HOUSEHOLD GROWTH

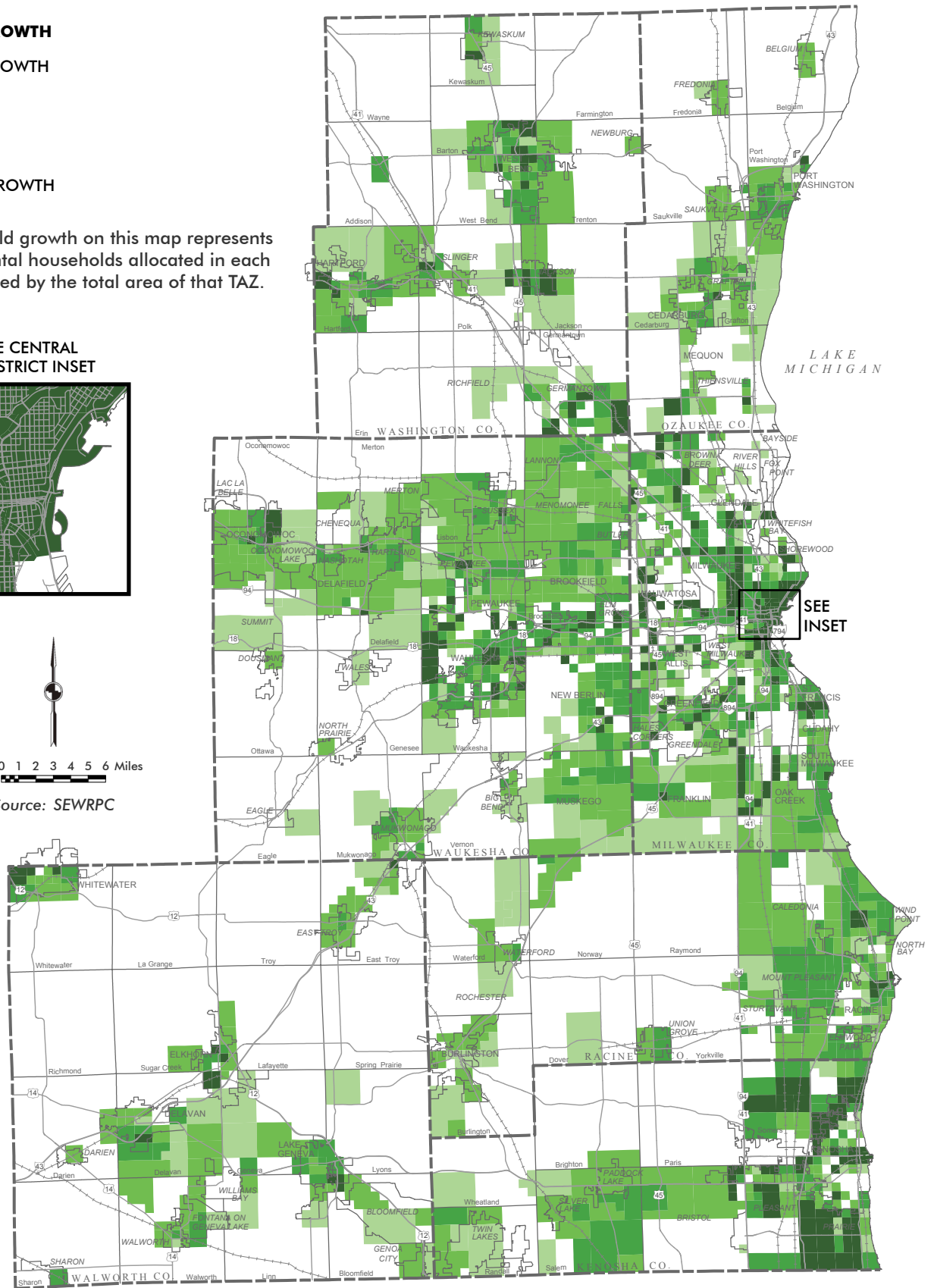


Note: Household growth on this map represents incremental households allocated in each TAZ divided by the total area of that TAZ.

MILWAUKEE CENTRAL BUSINESS DISTRICT INSET



Source: SEWRPC



SPECIAL ISSUE—BUS RAPID TRANSIT

REGIONAL PLANNING NEWS



A publication of the Southeastern Wisconsin Regional Planning Commission

Volume 2, Issue 4, August 2015

BRT—BUS RAPID TRANSIT

Interest has been building on implementing a bus rapid transit (BRT) line in the east-west corridor paralleling IH 94 in the greater Milwaukee area. Milwaukee County Executive Chris Abele announced in June that Milwaukee County would explore the development of BRT in the heavily traveled corridor between downtown Milwaukee and the Milwaukee Regional Medical Center in Wauwatosa. The Commission staff will be assisting Milwaukee County in this effort, at the request of the Milwaukee County Department of Transportation. Some months ago the Public Policy Forum issued a report urging Milwaukee area leaders to consider making significant transit travel improvements by providing one or more BRT routes, focusing in particular on the need to enhance transit travel from the City of Milwaukee to outlying Milwaukee and Waukesha County job centers. The Commission welcomes this renewed interest in pursuing implementation of long-standing Commission regional plan recommendations proposing the development of a system of express bus, or BRT, lines.

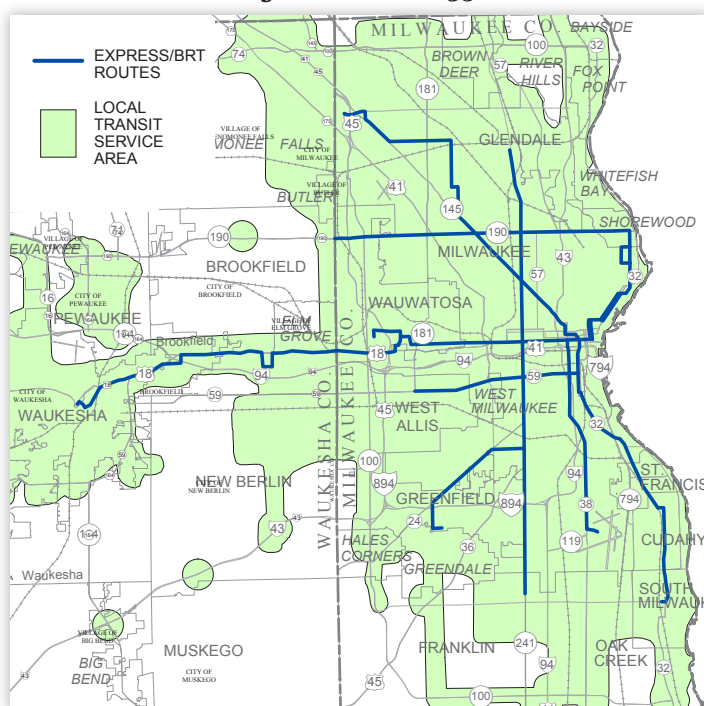
This newsletter is devoted entirely to the BRT topic. What follows are sections on: 1) current and long-standing SEWRPC plan recommendations attendant to BRT; 2) a discussion of the elements of BRT lines; and 3) a preview of what is being prepared for consideration in the Commission's VISION 2050 planning work with respect to BRT.

SEWRPC BRT RECOMMENDATIONS

The Commission's most recent regional transportation system plan completed in 2006 recommended development of a BRT line in the east-west corridor,¹ consistent with the initiative announced by Milwaukee County Executive Abele. The plan envisioned bus service, with express stop spacing, operating over reserved lanes, with traffic signal preferential treatment, real-time bus arrival information, and other service amenities. A network of connecting BRT lines was also recommended in the plan, as shown on **Map 1**.

The Commission has recommended for decades in its long-range regional plans that BRT should be implemented in the Milwaukee area. SEWRPC's first regional plan completed in 1966 with a future design year of 1990 proposed BRT on an exclusive bus-only

MAP 1 - Express and Local Transit Service Recommended in the Regional Transportation System Plan: 2035



guideway in the east-west corridor paralleling IH 94.² Milwaukee County advanced the project into preliminary engineering, but following the preliminary engineering determined not to implement the BRT.³ This BRT project--because it had completed preliminary engineering and was considered by the Federal Highway Administration (FHWA) as an addition to IH 94--resulted in a \$289 million allocation of FHWA Interstate Cost Estimate (ICE) funds to the Milwaukee area in 1991 when the construction of interstate highway expansion was ended by FHWA, and the costs to complete remaining sections of the interstate highway system were credited to each State for the original project or a substitute project. Through Federal, State, and City and County of Milwaukee agreements in 1999 and Federal legislation in 2009, these funds were spent or committed on substitute projects including the rebuilding of the

¹ Southeastern Wisconsin Regional Planning Commission Planning Report No. 49, *A Regional Transportation System Plan for Southeastern Wisconsin: 2035*, 2006. (http://www.sewrpc.org/SEWRPCFiles/Publications/pr/pr-049_regional_transportation_system_plan_for_se_wi_2035.pdf)

² Southeastern Wisconsin Regional Planning Commission Planning Report No. 7, Volume III, *The Regional Land Use-Transportation Study, Volume Three, Recommended Regional Land Use Transportation Plans--1990*, 1966. (http://www.sewrpc.org/SEWRPCFiles/Publications/pr/pr-007_vol-03_reg_lu_tran_study.pdf)

³ Milwaukee County Expressway and Transportation Commission, *Milwaukee Area Transit Plan*, 1971.

Marquette interchange, the replacement of the Sixth Street viaduct over the Menomonee River, the tear-down of the Park Freeway East, the purchase by Milwaukee County of much needed buses, and the Milwaukee Streetcar line.

Subsequent SEWRPC regional transportation plans in the 1970s⁴ and 1990s⁵, and as noted earlier, the most recent plan completed in 2006, have continued to recommend a system of express bus lines, and proposed the incremental improvement of those lines to BRT through reserved street lanes, traffic signal preferential treatment, real-time bus arrival information, and other service amenities. Implementation of these express bus and BRT recommendations have been limited.

In January 1992, Milwaukee County implemented an all-day express bus service in the Northwest corridor. This service, branded Metrolink Northwest Express, was basically overlaid on existing local routes and offered some time savings over the local routes when heading to or from downtown Milwaukee. The service was discontinued in December 2002, owing to the Milwaukee County Transit System's need to reduce service due to funding shortfalls. The local routes serving this corridor were retained.

Beginning in 2012, Milwaukee County began implementing new express bus service. The service was initiated in key corridors by converting local bus service to express bus service, and in so doing, making the service eligible for FHWA Congestion Mitigation and Air Quality (CMAQ) funding. At the present time there are five such routes in existence. Branded by colors, these include: 1) the Gold Line which runs between the University of Wisconsin-Milwaukee (UWM) and the Brookfield Square Shopping Center; 2) the Red Line which runs from UWM along Capitol Drive to the Milwaukee-Waukesha County line; 3) the Purple Line which runs along 27th Street from Rawson Avenue in Franklin to Bender Road in Glendale; 4) the Green Line which runs from the Bayshore Town Center via Milwaukee downtown and Bayview to General Mitchell International Airport; and 5) the Blue Line which runs from Milwaukee's Northwest side on Fond du Lac Avenue through downtown and then Southwest on National Avenue to the former Allis Chalmers site. The alignment of these routes closely follows the network of express, or BRT, routes proposed in the Commission's 2035 plan. The stop spacing on the Milwaukee County Transit System routes is somewhat closer than desirable express stop spacing. Only one of these routes--the Gold Line--operates over a reserved curb lane, that being in Waukesha County between the Milwaukee-Waukesha County line and Moorland Road for a distance of about two miles.

The implementation of BRT has, at least in part, been hindered by the unique method of funding transit in Southeastern Wisconsin, with

State and Federal funding providing over 80 percent of Milwaukee County Transit System (MCTS) annual public operating funding. State funding is particularly significant, providing over 60 percent of combined Federal, State, and Local annual public operating funding. In a recent comparison to 26 other metropolitan areas in the Nation, only one other metropolitan area exceeded Milwaukee's dependence on State funding.⁶ However, in that metropolitan area (Minneapolis-St. Paul) the State funding is not merely an allocation of funding, but is a dedicated source of funding which is directly apportioned to the State's transit operators.

State transit funding--particularly over the last 15 years--has not increased with inflation and there is no ability for transit operators to replace these funds with local property taxes. To make up for this lagging State funding, public transit operators have deferred capital projects, allocated nearly every Federal funding dollar they received to operating funding, drastically reduced public transit service, and increased fares at a rate well beyond inflation.

THE ELEMENTS OF BUS RAPID TRANSIT (BRT)

What makes bus transit on surface arterial streets truly rapid and thereby attractive for longer trips? What kinds of improvements would it take to convert one of Milwaukee's express transit routes to a BRT route? These questions can best be answered by examining the functional elements of BRT. Overall, these bus service improvements combine to offer substantial benefits to transit riders in terms of speed, reliability, and accessibility.



Greater Cleveland Regional Transit Authority in Cleveland, OH

Running Ways

The type of running way chosen for a bus line has an important bearing on bus speed, reliability, identity, and passenger attraction. Dedicated curbside lanes, like those on Bluemound Road in Waukesha County, can provide some benefits. A better alternative is to use center lanes along a median. Center-based lanes provide the highest type of BRT service in terms of travel speeds, service reliability, BRT identity, and passenger attraction. Center lanes allow buses to avoid right-turning vehicles, including those accessing driveways. Establishing a median-based busway, however, effectively precludes left-turning vehicles except at intersections with left-turn signals. Moreover, such busways can be costly and can be difficult to build. Indeed, some major transit corridors may not have medians available for that use. The picture above, shows a median-based BRT in Cleveland.



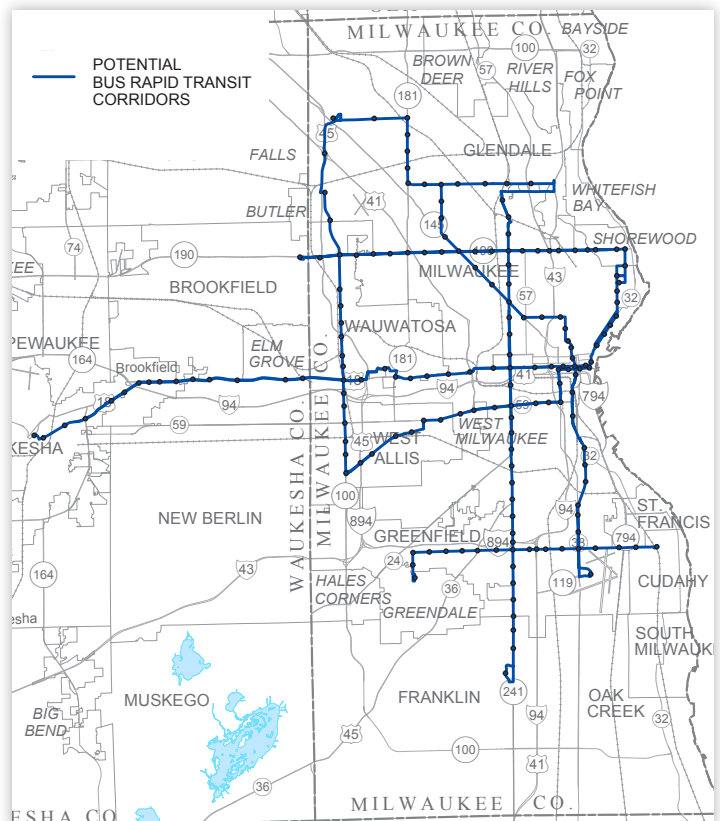
Photographer: LA Urban Soul
Source: https://www.flickr.com/photos/la_urbansoul/4313089642

⁴ Southeastern Wisconsin Regional Planning Commission Planning Report No. 25, Volume II, *A Regional Land Use Plan and a Regional Transportation Plan, Volume Two, Alternative and Recommended Plans*, 1978. (http://www.sewrpc.org/SEWRPCFiles/Publications/pr/pr-025_vol-02_reg_lu_plan_and_reg_tran_plan_2000.pdf)

⁵ Southeastern Wisconsin Regional Planning Commission Planning Report No. 41, *A Regional Transportation System Plan*, 1994. (http://www.sewrpc.org/SEWRPCFiles/Publications/pr/pr-014_regional_transportation_system_plan_2010.pdf)

⁶ See Southeastern Wisconsin Regional Planning Committee Memorandum Report No. 221, *A Comparison of the Milwaukee Metropolitan Area to Its Peers*, 2015. (<http://www.sewrpc.org/SEWRPCFiles/Publications/mr/mr-221-comparison-milwaukee-area-to-peers.pdf>)

It is important that BRT operations are clearly distinguished from local transit operations, thus conveying a significant sense of differential operational characteristics. Accordingly, the BRT system and vehicles should be designed to provide a



Watch for Updates



One Region, Focusing on Our Future

VISION 2050 is SEWRPC's land use and transportation planning effort for Southeastern Wisconsin.

Learn about VISION 2050 at www.vision2050sewis.org.

Follow us on Twitter at [@vision2050sewis](https://twitter.com/vision2050sewis).

The **Southeastern Wisconsin Regional Planning Commission** is the official advisory areawide planning agency for land use and infrastructure for the seven counties in the Region.

More information can be found at www.sewrpc.org.

Please contact us at sewrpcnews@sewrpc.org.



Photography: Oran Viriyincy

Source: <https://www.flickr.com/photos/viriyincy/4544330317>

continued from page 3

Now is the time to advance BRT in the east-west corridor. A BRT line, if completed and put in service over the next few years, will provide needed mitigation of traffic congestion during the anticipated reconstruction of IH 94 between 70th and 16th Streets. Moreover, even upon reconstruction, this segment of IH 94 may be expected to experience among the worst congestion in the Region, and BRT will provide a desirable travel alternative. However, implementing BRT will likely require mitigation funding from the Wisconsin Department of Transportation, and the advancement of transit funding initiatives recommended for decades by the Regional Planning Commission and many others. Most recently, the Wisconsin Transportation Finance and Policy Commission recommended the restoration of funding lost due to State transit funding cuts in recent years, increasing State transit funding to address inflation and to permit transit service enhancement and expansion, and permitting local governments to put in place local dedicated transit funding.

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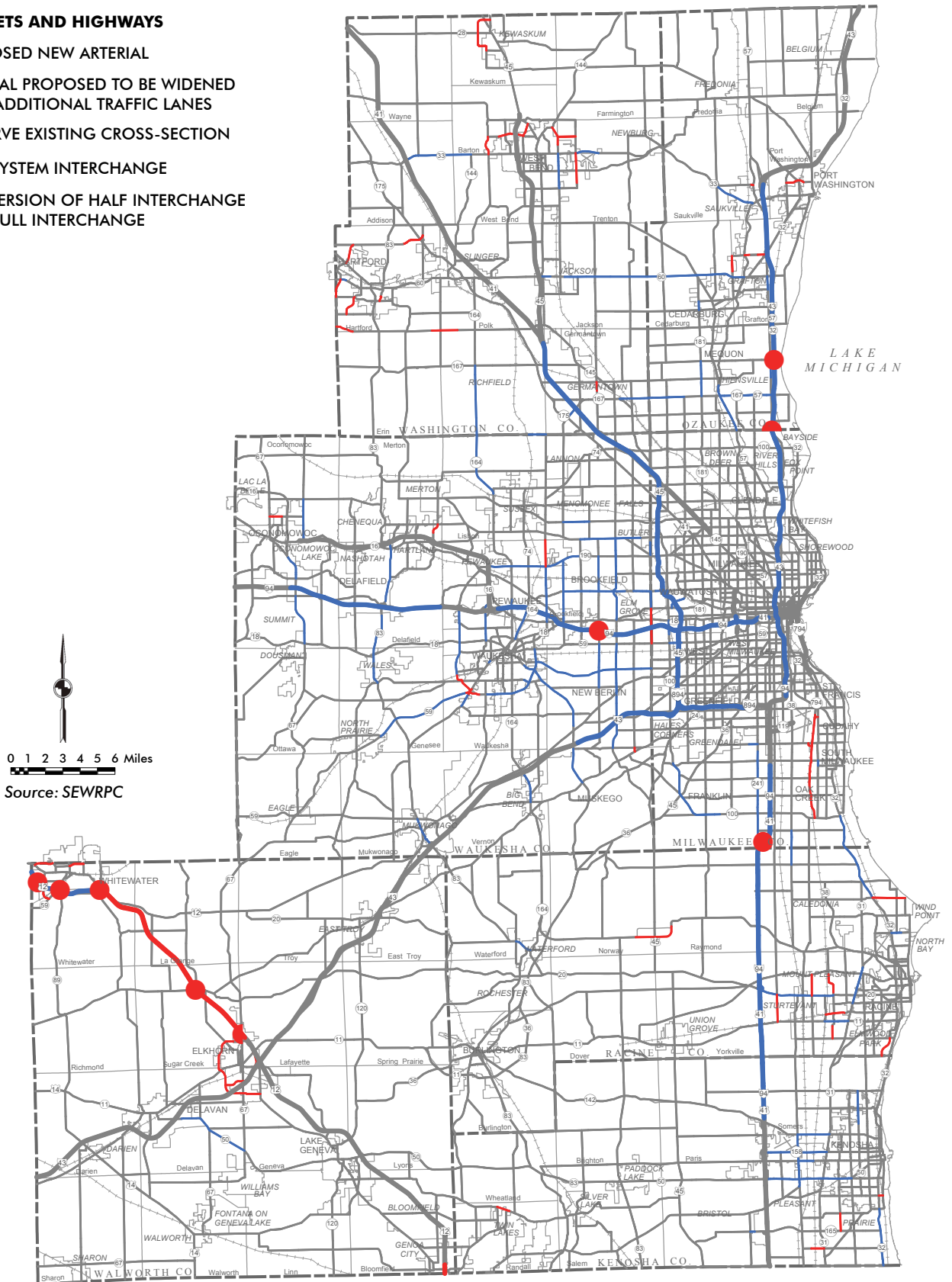
Attachment 4

Map 14 (REVISED)

ARTERIAL STREET AND HIGHWAY ELEMENT: TREND

ARTERIAL STREETS AND HIGHWAYS

- PROPOSED NEW ARTERIAL
- ARTERIAL PROPOSED TO BE WIDENED WITH ADDITIONAL TRAFFIC LANES
- PRESERVE EXISTING CROSS-SECTION
- NEW SYSTEM INTERCHANGE
- ◐ CONVERSION OF HALF INTERCHANGE TO A FULL INTERCHANGE



Source: SEWRPC

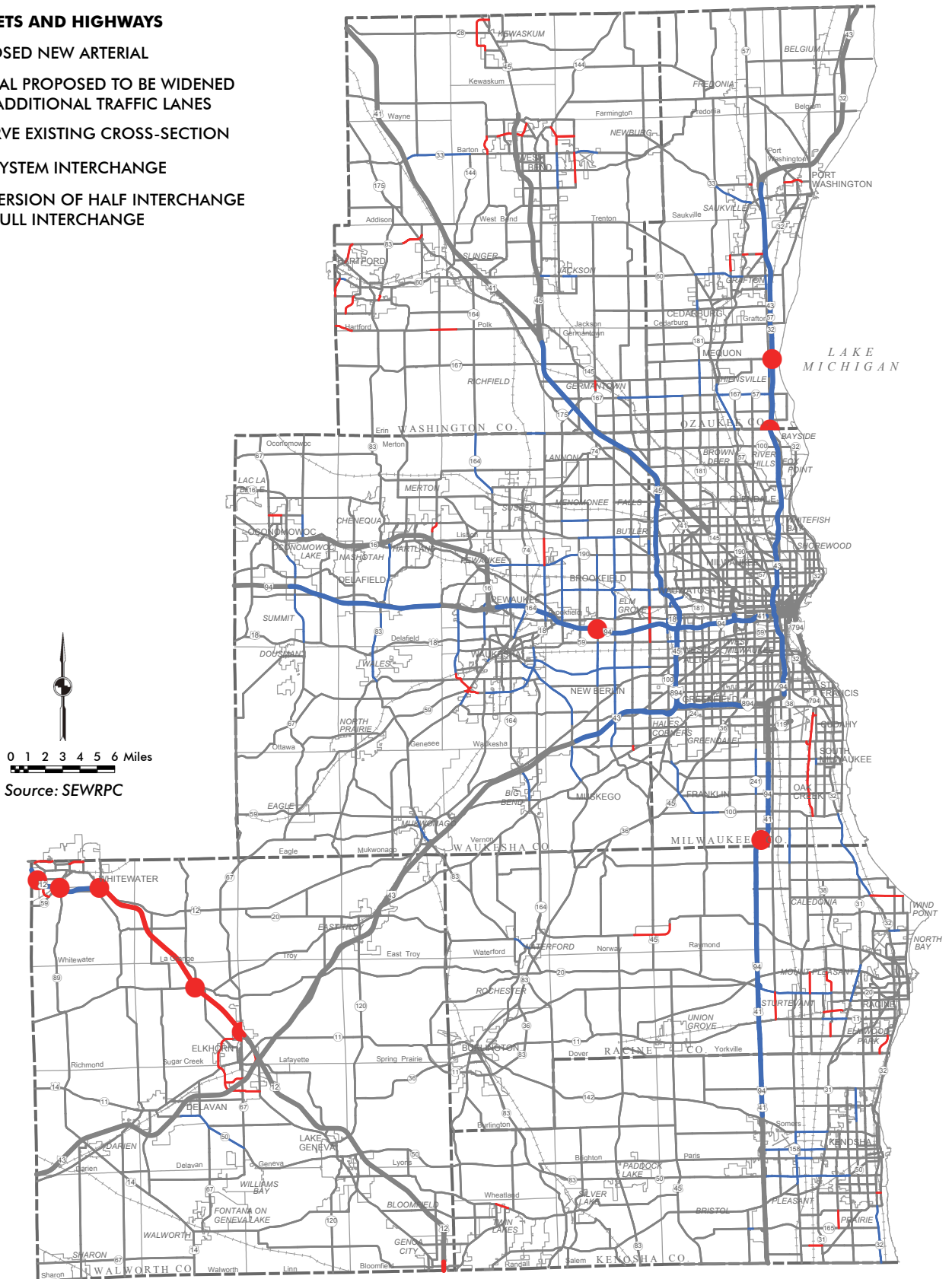
Attachment 4 (continued)

Map 15 (REVISED)

ARTERIAL STREET AND HIGHWAY ELEMENT: ALTERNATIVE PLAN I

ARTERIAL STREETS AND HIGHWAYS

- PROPOSED NEW ARTERIAL
- ARTERIAL PROPOSED TO BE WIDENED WITH ADDITIONAL TRAFFIC LANES
- PRESERVE EXISTING CROSS-SECTION
- NEW SYSTEM INTERCHANGE
- ◐ CONVERSION OF HALF INTERCHANGE TO A FULL INTERCHANGE



Source: SEWRPC

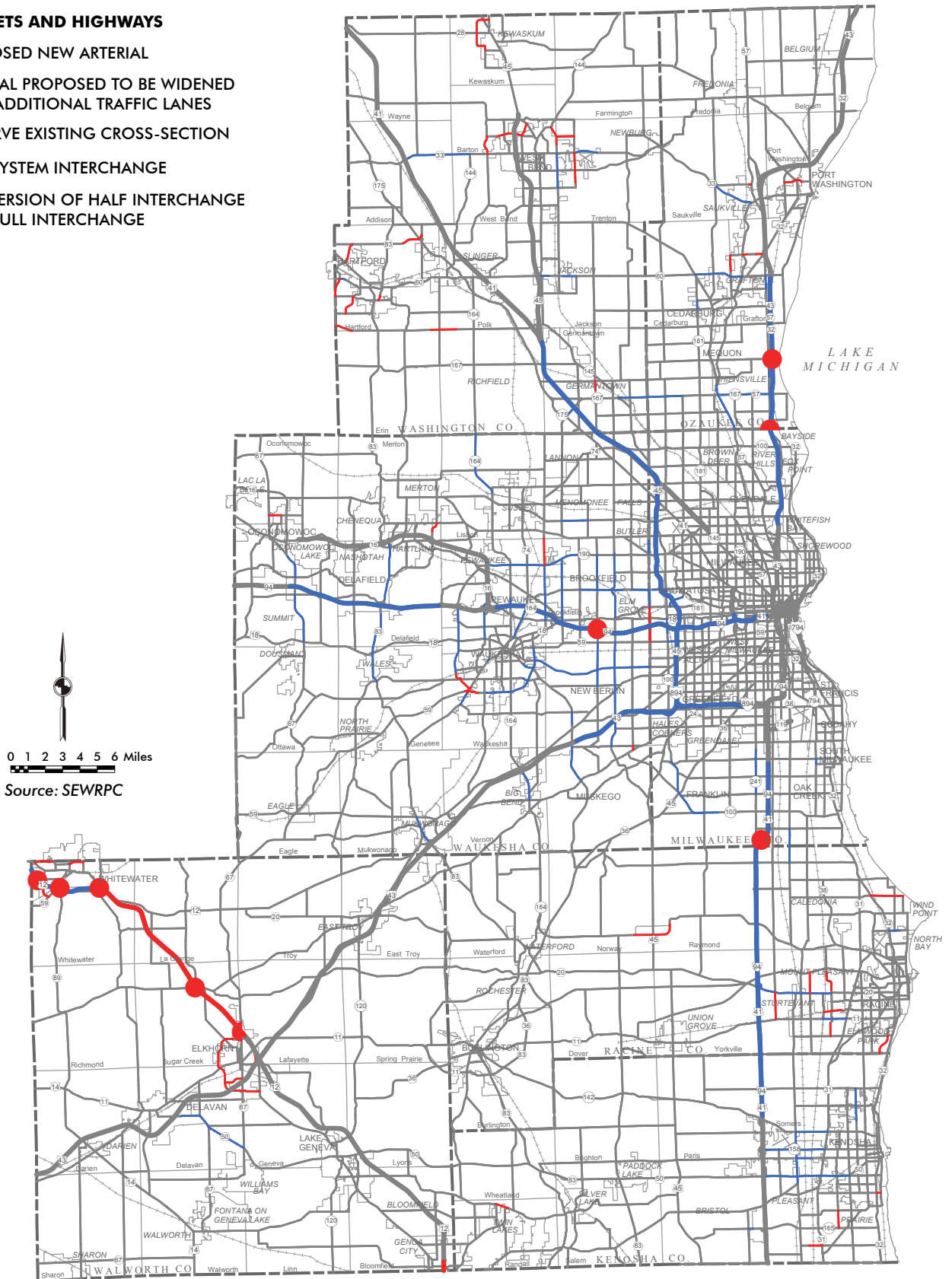
Attachment 4 (continued)

Map 16 (REVISED)

ARTERIAL STREET AND HIGHWAY ELEMENT: ALTERNATIVE PLAN II

ARTERIAL STREETS AND HIGHWAYS

- PROPOSED NEW ARTERIAL
- ARTERIAL PROPOSED TO BE WIDENED WITH ADDITIONAL TRAFFIC LANES
- PRESERVE EXISTING CROSS-SECTION
- NEW SYSTEM INTERCHANGE
- ◐ CONVERSION OF HALF INTERCHANGE TO A FULL INTERCHANGE



Source: SEWRPC