# Minutes of the Twentieth Joint Meeting of the

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

DATE: August 15, 2018

TIME: 9:30 a.m.

PLACE: West Allis City Hall

7525 W. Greenfield Avenue West Allis, Wisconsin

## **Members Present**

Committee on Regional Land Use Planning	
Julie Anderson Director of Public Work	s and Development Services, Racine County
Chair	
Robert Bauman	Alderman, City of Milwaukee
Donna Brown-MartinDirector, Milw	* *
Andy BuehlerDirector of I	
Matthew Carran Director of Community	
Paulette Enders I	
Bob Harris Director of Planning	
Vanessa Koster Planning Manager, City of I	
Mark Piotrowicz	<u> </u>
Steven SchaerManage	
Sandy Scherer (alternate for Jason Fruth)	Senior Planner,
Waukesha County Department of Parks and Land Use	
Todd StuebeDirector of	Community Development, City of Glendale
Committee on Regional Transportation Planning	
Donna Brown-MartinDirector, Milw	vaukee County Department of Transportation
Chair	D' CD 11' W 1 C' CW 1 1
Fred Abadi	
Julie Anderson Director of Public Work	
Daniel Boehm President and Managing	
Heath Brozovich (alternate for Peter Daniels)	
Bill Christianson (alternate for Dennis Yaccarino)	
	rtment of Administration, City of Milwaukee
Teri Dixon (alternate to Doug Ferguson) Liaison to CMAP	
Jon Edgren Director of Public Worl	
Julie Esch (alternate for Andrea Weddle-Henning)	
	rtment of Transportation, Milwaukee County
Michael Friedlander (alternate for Gail Good)	
Bureau of Air Management,	Wisconsin Department of Natural Resources

Thomas Grisa	Director of Public Works, City of Brookfield
Nik Kovac	Alderman, City of Milwaukee
Max Marechal	City Engineer, City of West Bend
Jeffrey Polenske	City Engineer, City of Milwaukee
Samuel Schultz (alternate for Anthony Beyer)	
` • • • •	Village of Mount Pleasant
Joseph Steier III (alternate for Scott Schmidt)	Transit Manager, Washington County
Brian Udovich	Highway Operations Manager, Jefferson County
Liaison to Jefferson County	
Charles Wade Chief, Planning Section	on, Bureau of Planning and Economic Development,
Division of Transportation Investment Ma	inagement, Wisconsin Department of Transportation
Mark Yehlen	Commissioner of Public Works, City of Racine
Guests and Staff Present	
Julie Alexander	
Anthony Barth	
	Wisconsin Department of Transportation
Michael Hahn	
Christopher Hiebert	
Andrew Levy	
	ast Region, Wisconsin Department of Transportation
Peter Lucus	
Eric Lynde	Chief Special Projects Planner, SEWRPC
Benjamin McKay	
Kevin Muhs	
Kenneth Nelson	
Xylia Rueda	
David Schilling	Chief Land Use Planner, SEWRPC

#### **CALL TO ORDER**

Ms. Anderson called the joint meeting of the Advisory Committees on Regional Land Use Planning and Regional Transportation Planning to order at 9:35 a.m., welcoming those in attendance. She 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 PLANNING HELD ON APRIL 26, 2018

Ms. Anderson asked if there were any questions or comments on the April 26, 2018, meeting minutes. Mr. Charles Wade suggested including his first name in the minutes because there are two people that may be in regular attendance with the last name Wade. Ms. Anderson asked if there were any additional questions or comments. There were none. On a motion by Mr. Yehlen seconded by Mr. Piotrowicz, the April 26, 2018, meeting minutes were approved unanimously.

# REVIEW AND CONSIDERATION OF PROPOSED AMENDMENT TO VISION 2050 INCORPORATING LAND USE CHANGES AND TRANSPORTATION IMPROVEMENTS RELATED TO THE PLANNED FOXCONN MANUFACTURING CAMPUS

1. Ms. Koster noted that it appears that most of the new development in the vicinity of the Foxconn manufacturing campus is allocated to the Small Lot Traditional Neighborhood land use category. Ms. Koster asked if this land use category would accommodate multifamily housing. Mr. McKay responded that the Small Lot Traditional Neighborhood land use category would accommodate a mix of housing types and land uses, including single-family homes on lots of 1/4-acre or less and multifamily housing.

[Secretary's Note: The description of Small Lot Traditional Neighborhood in Figure 1 has been revised as follows:

"Mix of housing types and businesses with single-family homes on lots of 1/4-acre or less and multifamily housing found within and at the edges of cities and villages"]

2. Mr. Polenske asked if additional Amtrak service between Milwaukee and Sturtevant is included in the amendment. Mr. Lynde responded that increased service between Milwaukee and Chicago is included in the original VISION 2050 plan. Mr. Muhs noted that the Wisconsin Department of Transportation (WisDOT) long-range plan proposes 17 daily round trips between Milwaukee and Chicago. He suggested that this could be emphasized in the amendment text.

[Secretary's Note: The following text has been added as the last sentence under Recommendation 2.5 on page 4 of the draft amendment:

"Within the context of this recommendation, service between Milwaukee and Sturtevant could be further expanded beyond 10 roundtrips per day to provide more robust service to connect workers in Milwaukee to Foxconn and surrounding development."]

3. Mr. Kovac asked if the Great Lakes-St. Lawrence River Basin Water Resources Compact would impact water supply to any of the new development included in the amendment. Mr. Hahn explained the location of the new development included in the amendment. He noted that the portion of the Village of Somers in the Des Plaines River Watershed in the Mississippi River Basin that has been added to the Kenosha Water and Wastewater Utility sanitary sewer service

area would have access to a Lake Michigan water supply through the City of Kenosha's approved allocation. He then noted that the Village of Mount Pleasant straddles the subcontinental divide between the Great Lakes and the Mississippi River Basins, so it was necessary to apply for a Lake Michigan diversion according to the requirements of the Compact and the Wisconsin Statutes that implement the compact. He added that, since the Racine Water Utility currently provides Lake Michigan water to portions of Mount Pleasant that are within the Great Lakes Basin and the Racine Utility owns the water distribution system in the Village (the Village of Mount Pleasant is a retail water customer of the Racine Water Utility), the application for a Lake Michigan water supply for the new development proposed in the Mississippi River Basin was submitted by the City of Racine and has been approved by the Wisconsin Department of Natural Resources (WDNR).

- 4. Mr. Kovac asked for clarification on State legislation regarding environmental requirements for the Electronics & Information Technology Manufacturing (EITM) Zone project (Foxconn manufacturing campus). Mr. Hahn responded that discharges of dredged or fill material into Federal wetlands would require a Federal permit. He also noted that, under the Foxconn legislation (2017 Wisconsin Act 58), each acre of non-Federal wetland filled must be compensated at a 2:1 ratio, certain activities within an EITM Zone would be exempt from navigable waterway regulations, and an environmental impact statement would not be required for a new manufacturing facility within an EITM Zone. He then added that the permitting processes related to air quality, construction site erosion control, stormwater discharge, wastewater treatment, and water supply are still in place. Mr. Kovac expressed concerns regarding the potential impact on the Great Lakes of the unique type of wastewater that will be created by the Foxconn manufacturing campus and noted detrimental impacts that have occurred to the Yangtze River in China. Mr. Hahn responded that the Federal Clean Water Act requires proper treatment of wastewater and discharge to the Racine wastewater treatment facility is regulated by the WDNR.
- 5. Mr. Kovac commented that concerns regarding wastewater treatment could be expressed during the public comment period on the amendment and asked about the role of the Advisory Committees as it relates to environmental issues. Mr. Hahn responded that as the designated water quality management planning agency for Southeastern Wisconsin, under State Statutes and the Federal Clean Water Act SEWRPC has the ongoing responsibility to work with local governments and sewerage agencies within the Region and the WDNR in fulfilling water quality planning requirements. Mr. Hahn added that SEWPRC has prepared an amendment to the adopted sewer service area for the City of Racine and environs, which was requested by the Racine Wastewater Utility in response to a request from the Village of Mount Pleasant to help accommodate the Foxconn manufacturing campus and ancillary development. Mr. Hahn noted that the sewer service area amendment has been incorporated into the proposed amendment to VISION 2050. Mr. Yehlen commented that the Racine Utility will not accept effluent from the Foxconn manufacturing campus that does not meet the normal standards under the Utility's permit. Mr. Kovac asked if these standards will account for the type of chemicals used by Foxconn at its facilities in China. Mr. Yehlen responded that effluent from the Foxconn manufacturing campus will have to meet the existing standards and will require pretreatment.
- 6. Mr. Bauman asked for a description of the level of service of the commuter bus routes proposed to serve the Foxconn manufacturing campus under the plan amendment. Mr. Muhs responded that all commuter bus routes proposed under the plan amendment would provide service in both

directions every 15 to 30 minutes during peak hours of operation and every 50 to 60 minutes during off-peak hours of operation. Mr. Muhs added that the Eastern Racine County Transportation Task Force has recommended commuter bus service to the Foxconn manufacturing campus that would align with shift changes. Mr. Bauman asked about the type of vehicle that would be used. Mr. Muhs responded that motor coaches would be used because commuter bus service typically has longer routes than local transit service. Ms. Anderson noted that the Foxconn manufacturing campus may operate 24 hours a day. She commented that this schedule should be anticipated during planning for transit service to the campus.

7. Mr. Buehler noted that CTH KR will be improved to provide significant additional capacity and asked about the bicycle facilities being considered for CTH KR. He noted that this corridor could be a good candidate for an enhanced bicycle facility. Mr. Muhs responded that the amendment could be revised to recommend CTH KR as an enhanced bicycle facility corridor, which could include facilities such as a protected bike lane, a separate path within the road right-of-way, or a buffered bike lane. Ms. Anderson noted that the type of bicycle facility for the north side of CTH KR (in Racine County) is still being determined. Mr. Hiebert noted that VISION 2050 recommends accommodating bicycle facilities, if feasible, for all arterial streets and highways in the Region.

[Secretary's note: The amendment has been revised to recommend CTH KR as an enhanced bicycle facility corridor between STH 32 and Wisconn Valley Way.]

- 8. Mr. Bauman asked if the significant expansion of capacity recommended for CTH KR in the amendment was the result of a request by WisDOT or the result of an analysis conducted by SEWRPC. Mr. Muhs responded that when more detailed engineering beyond the regional planning level is conducted for a facility, it is recognized in the regional plan. Mr. Muhs added that SEWRPC did work with WisDOT on an analysis of CTH KR.
- 9. Mr. Charles Wade noted that WisDOT has some suggestions for text revisions that will be transmitted to SEWRPC staff in a letter. Mr. Lynde responded that the suggested revisions will be documented in the meeting minutes.

[Secretary's note: WisDOT Secretary Dave Ross sent a letter to the Commission staff dated August 14 requesting text revisions to the plan amendment. Staff made revisions to address WisDOT's suggestions, which were included in the draft amendment presented for public comment, and communicated the revisions in a letter to the Secretary dated August 22. Secretary Ross sent a letter dated September 20 indicating the revisions made by staff were consistent with WisDOT's request. All three letters are included as Attachment 1 to these minutes.]

10. Mr. Bauman asked about the timeline for completing the IH 94 reconstruction project between 70th Street and 16th Street in the City of Milwaukee. Mr. Lynde responded that the project completion date has been moved to between 2046 and 2050 under the plan amendment. Mr. Bauman indicated agreement with this move and asked if WisDOT will also move the project out of the Statewide Transportation Improvement Program (STIP). Mr. Muhs responded that a decision about the STIP would be made at the State level; however, almost all of the project

funding will be moved out of the regional Transportation Improvement Program except for some funds related to preliminary engineering.

- 11. Mr. Polenske asked if transportation improvements related to the Foxconn manufacturing campus have been included in the Fiscally Constrained Transportation Plan (FCTP). Mr. Hiebert responded that the arterial street and highway and bicycle facility improvements are included in the FCTP. Mr. Polenske asked if any non-freeway arterial improvements have been removed from the FCTP. Mr. Hiebert responded that a planned extension of the Lake Parkway (STH 794) in southern Milwaukee County and a planned connection between STH 33 and Hillcrest Drive in Ozaukee County have been removed from the FCTP. Mr. Muhs indicated that staff could add a map similar to Map 2 in the draft amendment document that shows the amended schedule for functional improvements to non-freeway segments of the arterial street and highway system (see Attachment 2).
- 12. Mr. Bauman asked if a funding source has been identified for the proposed transit improvements in Racine County related to the Foxconn manufacturing campus. Mr. Muhs responded that discussions regarding funding for these improvements are ongoing.
- 13. Ms. Koster suggested highlighting text edits staff intends to make to the amendment document in response to suggestions by the Advisory Committees and the public using "track changes." Mr. Muhs responded that staff would provide a track changes version of the amendment document to the Advisory Committees for their next meeting.

Ms. Anderson asked if there were any further questions or comments on the agenda item. There were none. Mr. Muhs stated that a schedule of public meeting dates for the proposed amendment would be shared with the Advisory Committees once the schedule is finalized. Ms. Anderson then asked for a motion to approve the proposed amendment for public review, incorporating comments from the Advisory Committees. Mr. Yehlen moved for approval and Mr. Buehler seconded the motion. The motion was approved unanimously.

# COMMISSION STAFF UPDATE ON DEVELOPMENT OF FUTURE AMENDMENTS TO VISION 2050 RELATED TO FEDERAL PERFORMANCE MANAGEMENT REQUIREMENTS

Mr. Muhs provided an update on the development of future amendments to VISION 2050 related to Federal Performance Management requirements beyond the highway safety targets that were amended into the plan earlier in the year. He explained that these measures will be related to pavement and bridge conditions on area freeways and principal highways, transit safety and asset management, freight movement, emissions, peak hours of travel delay, and single-occupancy vehicle trips. Ms. Anderson asked if there were any questions or comments on the agenda item. There were none.

# DISCUSSION OF SCHEDULE AND LOCATION OF FUTURE JOINT ADVISORY COMMITTEE MEETINGS

Mr. Muhs noted that the next joint Advisory Committee meeting is scheduled for Thursday, October 18, at 9:30 a.m. at the West Allis City Hall. He then noted that the main agenda item is expected to be consideration of public comment on the proposed amendment to VISION 2050 related to Foxconn and review and consideration of a revised draft amendment to recommend for adoption by the Regional Planning Commission.

#### **PUBLIC COMMENTS**

Ms. Anderson asked if there were any public comments. Ms. Alexander, Independent Living Coordinator at Independence *First*, expressed concern regarding accessibility of motor coach buses for people with disabilities and suggested emphasizing that accessible motor coaches should be used for the proposed commuter bus routes included in the amendment. She also expressed concern regarding the lack of funding for public transit improvements. Ms. Anderson asked if there were any further public comments. There were none.

[Secretary's Note: The following footnote has been added under the Public Transit Service Changes section on page 16 of the draft amendment:

"The motor coaches used for the recommended commuter bus routes should be accessible to all users, including motorized scooters."]

#### **ADJOURNMENT**

Ms. Anderson thanked everyone for attending and asked for a motion to adjourn the meeting. Mr. Yehlen moved and Mr. Buehler seconded the motion. The motion was approved unanimously. The meeting was adjourned at 10:40 a.m.

Respectfully submitted,

Kevin J. Muhs Recording Secretary

MGH/KJM/DAS/CTH/EDL/BRM VISION 2050 - Joint AC Minutes - Mtg 20 - 8/15/18 (00244207-2).DOCX (PDF: #245152-2)

#### **Attachment 1**

Wisconsin Department of Transportation Office of the Secretary 4822 Madison Yards Way, S903 Madison, WI 53705 Governor Scott Walker
Secretary Dave Ross
wisconsindot.gov
Telephone: (608) 266-1114



FAX: (608) 266-9912 Email: sec.exec@dot.wi.gov

August 14, 2018

Mr. Michael Hahn, Executive Director Southeast Wisconsin Regional Planning Commission W239 N1812 Rockwood Drive P.O. Box 1607 Waukesha, WI 53187

Thank you for the opportunity to review and comment on the Southeastern Wisconsin Regional Plan Commission's (SEWRPC) Vision 2050 Plan update. The department supports the update of the document to better reflect and plan for unprecedented changes in the region. Provided with this letter are text changes that we request be included in the final amended document.

Relative to the plan's discussion regarding funding, WisDOT recognizes that the assumptions provided are different than those used previously. WisDOT has always strived to exceed expectations and has been able to secure additional funding through bonding, grants, or other funding mechanisms in the past. These additional funding sources, though anticipated, are not guaranteed and can change, and therefore they should not be reflected as sources of revenue for planning purposes, even though it is likely that we may be able to leverage these sources in the future to either accelerate or fund additional projects. While these are changes to the plan, they do not reflect a gap, they reflect a change in funding assumptions.

Historically, WisDOT has exceeded funding estimates for freeway and other projects. The department believes that an analysis of historical budgets on its own does not best reflect the transportation funding picture today and moving forward. The use of \$50 million is in alignment with funding criteria used by the department for the Transportation Projects Commission (TPC), reflects the biennial budget, and is an appropriate base for anticipated revenues in the future.

The Department believes that discussing the change in funding assumptions in the plan as a deferral or delay implies that projects have already been programmed or substantially initiated. Though projects identified within Vision 2050 have been "planned", many have either not been included in a department program or have not had work started, and therefore have not been delayed. Changes occur as a normal course in time due to unforeseen circumstances, which is one of the reasons that a plan can and should be amended regularly to be adaptable and have relevance in the real world. The use of a base funding philosophy is not a deferral or delay, but an adjustment to planning assumptions that better reflect the current environment within the state.

In addition, the plan update does not reflect what has been accomplished since the last publication of the long-range plan. Accomplishments include work on the Zoo Interchange, auxiliary lanes on Interstate 894 and Interstate 94, Lakefront Gateway, and the Hoan Bridge. Additionally, the Department has continued reconstructing Interstate 94 North-South with an accelerated completion timeline of 2021 rather than 2032. This accelerated completion is due to funding support from the legislature and from receiving the USDOT INFRA Grant. This demonstrates the Department's commitment to address the State's Transportation needs and seek funding beyond available funding.

I hope you consider the relatively minor changes, that make the plan a stronger document, with greater relevance for SEWRPC, its member communities, and the state. We support the overall direction of the plan update with these changes.

Sincerely,

Dave Ross

Secretary

# WisDOT proposed changes to the SEWRPC Vision 2050 Plan Update Wednesday, August 15, 2018

## Page 21, 1<sup>st</sup> paragraph, third sentence:

SEWRPC writes, "However, the analysis shows a newly identified funding gap for arterial street and highway system improvements, which is a result of WisDOT indicating that future funding levels for freeway reconstruction in the Region would be expected to be similar to the levels in the State's 2017-2019 biennial budget, passed in 2017, of about \$50 million annually".

## Proposed change:

"The analysis shows funding for arterial street and highway system improvements, based on WisDOT indicating that future funding levels for freeway reconstruction in the Region would be expected to be similar to the levels in the State's 2017-2019 biennial budget, passed in 2017, of about \$50 million annually".

# Page 21, 5<sup>th</sup> paragraph, last sentence:

SEWRPC writes, "The effect on the highway element is a deferral or delay in capital projects being implemented, predominantly a reduction in the amount of freeway that can be reconstructed,...".

#### Proposed change:

"The effect on the highway element is a change in the capital projects included in the plan, predominantly a reduction in the amount of freeway that can be reconstructed,..."

# SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

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August 22, 2018

Mr. Dave Ross Secretary Wisconsin Department of Transportation Office of the Secretary 4822 Madison Yards Way Madison, WI 53705

Dear Secretary Ross:

Thank you for providing Wisconsin Department of Transportation (WisDOT) comments on the preliminary draft of the Second Amendment to VISION 2050: A Regional Land Use and Transportation Plan for Southeastern Wisconsin – Land Use Changes and Transportation Improvements Related to the Planned Foxconn Manufacturing Campus.

We have reviewed WisDOT's proposed changes to the plan amendment text, and will make the text changes indicated in the attached Exhibit A, which we believe are consistent with the intent of WisDOT's comments, but have been drafted to provide the context necessary for those reading the plan report to understand the reasons for the proposed changes to the financial analysis relative to the analysis as originally presented in in the 2017 VISION 2050 report.

The Regional Planning Commission appreciates WisDOT's efforts over the years to implement the recommendations of the regional transportation plan, and particularly the recent efforts to implement recommendations set forth in VISION 2050. In that respect, I note that the maps in the preliminary draft *Second Amendment to VISION 2050* reflect those projects accomplished by WisDOT since the 2016 adoption of VISION 2050 that are anticipated to be completed by the end of 2018 when the *Amendment* is expected to be adopted.

To meet the schedule that has been established 1) for the public comment period, including public meetings; 2) to address public comments; 3) to complete review and approval of the plan amendment by the Regional Land Use and Transportation Plan Advisory Committees and the SEWRPC Planning and Research Committee; and 4) for consideration of adoption of the plan amendment by the full Commission on December 5, 2018, we will be finalizing the preliminary draft for public comment tomorrow, August 23.

As always, you or your staff may contact me to discuss this, or any other topics of interest that may arise from time to time, at (262) 953-3243, mhahn@sewrpc.org.

Sincerely,

Michael G. Hahn, P.E., P.H.

Nichael G. Hahn

**Executive Director** 

Mr. Dave Ross August 22, 2018 Page 2

MGH/mid #244268

cc: Mr. Charles Wade, WisDOT Mr. Dewayne Johnson, WisDOT Ms. Sheri Schmit, WisDOT Mr. Andrew Levy, WisDOT Mr. Anthony Barth, WisDOT

# Exhibit A Revisions to Second Amendment to VISION 2050

### Page 21, first paragraph:

The updated financial analysis prepared as part of this amendment is presented in revised Tables 1.13 and 1.14. The results of the updated financial analysis show a continuing gap in funding for recommended public transit improvements, indicating that without additional revenue the Region will not be able to achieve the public transit system recommended in VISION 2050. The analysis also shows that expected revenues will be insufficient to complete the recommended reconstruction of several portions of the Region's arterial street and highway system by 2050. WisDOT has indicated. However, the analysis also shows a newly identified funding gap for arterial street and highway system improvements, which is a result of WisDOT indicating that future funding levels for freeway reconstruction in the Region would be are expected to be similar to the levels in the State's 2017-2019 biennial budget, passed in 2017, of about \$50 million annually. The differences between the estimated costs of implementing the recommended VISION 2050 component and the expected available revenues are shown in a revised Table 1.20. The specific gaps in transit and highway funding are shown in a revised Table 1.20. Revised Tables 1.13 through 1.20, which replace the original tables in the VISION 2050 plan report, are included in Appendix A.

## Page 21, fifth paragraph

The implications of the funding gap for the highway element of VISION 2050 differ from those of 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, The difference between the costs to implement the arterial street and highway element recommended in VISION 2050 and expected revenues will result predominately in a reduction in the amount of freeway that can be reconstructed by the year 2050, but also a reduction in the amount of surface arterials that can be reconstructed with additional lanes or can be newly constructed by the year 2050.

Wisconsin Department of Transportation Office of the Secretary 4822 Madison Yards Way, S903 Madison, WI 53705 Governor Scott Walker Secretary Dave Ross wisconsindot.gov Telephone: (608) 266-1114 FAX: (608) 266-9912 Email: sec.exec@dot.wi.gov



September 20, 2018

Mr. Michael Hahn, Executive Director Southeast Wisconsin Regional Planning Commission W239 N1812 Rockwood Drive P.O. Box 1607 Waukesha, WI 53187

Thank you for your letter dated August 22, 2018 with proposed text changes to the Second Amendment to VISION 2050: A Regional Land Use and Transportation Plan for Southeastern Wisconsin – Land Use Changes and Transportation Improvements Related to the Planned Foxconn Manufacturing Campus. The Department has reviewed and agrees that the changes are consistent with our request.

We look forward to the adoption of the amended Plan.

Sincerely,

Dave Ross Secretary

Map 3 Schedule for Reconstructing Surface Arterials with Capacity Expansion Under the Revised FCTP

